



THE  
MONTHLY SUMMARY  
OF THE  
LEAGUE OF NATIONS

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VOL. XVII. No. 1.

JANUARY, 1937.

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Settlement of the Question  
of  
Alexandretta and Antioch

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*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*

## I.—SUMMARY OF THE MONTH.

January, 1937.

During January the most important feature of the League's work was the ordinary session of the Council.

In the affair of the Sanjak of Alexandretta and Antioch, the French and Turkish Governments agreed on a number of fundamental principles which were approved by the Council and are to form the basis of the Statute of the Alexandretta district.

Under this agreement the Sanjak will become a separate entity within the State of Syria, enjoying full independence in its internal affairs. Respect for this Statute and fundamental law will be ensured on the spot by a delegate of the League Council.

The Council decided to appoint a committee of Specialists to draft the Statute and fundamental law. It approved of the prolongation of the mission of observers sent to Alexandretta and Antioch until March 15th, 1937, at latest.

\* \* \*

The Council took note of the report of the Health Mission it had sent to Spain at the request of the Government of that country.

That part of the report concerning measures against epidemics was referred to the Health Committee.

The Council also dealt, at the request of the Chilean Government, with the question of the

persons who had taken asylum in the Embassies and Legations in Madrid. After a discussion it was agreed that direct negotiations should be opened in London between the Spanish Government and the Chilean Ambassador with a view to the evacuation of the refugees in the Chilean Embassy.

\* \* \*

The Council decided that the Bureau of the Disarmament Conference should meet on May 6th, 1937.

\* \* \*

The Council noted a report by the Polish representative who had been asked to find means of putting an end to obstruction by the Danzig Senate. At the same time the Council defined the nature of the League's guarantee and the duties of its High Commissioner in the Free City.

\* \* \*

A report was received by the Council from the Mandates Commission on its 30th session.

\* \* \*

The Special Committee on the Application of the Principles of the Covenant was asked to consider the conditions under which advisory opinions might be asked of the Permanent Court of International Justice in application of Article 14 of the Covenant.

## II.—POLITICAL QUESTIONS.

## 1. QUESTION OF ALEXANDRETTA AND ANTIOCH

In a resolution adopted on December 16th, 1936, the Council, after noting that the Governments of Turkey and France had agreed to postpone to the ordinary session in January, 1937, the examination of the substance of the question of Alexandretta and Antioch, recommended the two Governments to continue their conversations meanwhile in close contact with the Rapporteur, M. Sandström, representative of Sweden.\*

In accordance with this recommendation, the French and Turkish Governments continued their conversations in Paris, in the presence of a representative of the Rapporteur, with a view to arriving at a settlement. The Turkish Government submitted a proposal for the erection of the Sanjak of Alexandretta into an independent State and the formation of a con-

federation consisting of Syria, Lebanon and the Sanjak with jurisdiction primarily over the following matters that they had in common: (1) Foreign affairs; (2) customs union, (3) monetary union. But the French Government considered that, as a mandatory Power, it was unable to accept these proposals as a basis of discussion, and it suggested that the respective legal positions should provisionally be left on one side, and that the various factors of the settlement to be adopted should be examined from the practical aspect.

The Turkish delegation not having accepted this method, the Paris conversations met with no success, but the two Governments continued negotiations through diplomatic channels. At their request, and with the concurrence of the Rapporteur, the opening of the Council's session, which had been originally fixed for January 18th, was postponed to January 21st.

\* See Monthly Summary, Vol. XVI., No. 12, page 397.

Conversations were resumed at Geneva on January 20th, in the presence of the Rapporteur.

The discussion was chiefly concerned with a French document which, while expressly disputing the correctness of the legal contentions put forward by the Turkish delegation, sought a basis for conciliation by making a distinction between the final status of the Sanjak and the transitional régime to be instituted pending the emancipation of Syria. According to this scheme, in order to ensure the execution of the Franco-Turkish agreement of 1921, the final status was to involve for the Sanjak a kind of survival of the Mandate with, for example, a League delegate of French nationality. The transitional régime was to prepare the way for the final régime and to make the Sanjak appear as a separate entity, while giving satisfaction to the Turkish demands concerning administrative and cultural questions, the demilitarisation of the territory and the use of the port of Alexandretta.

During the discussion, the French Government declared that it acquiesced in advance in whatever decision the Council should think fit to take.

The points of law raised by the two Governments at the outset underwent a preliminary examination. The legal aspect was, however, reserved in view of the prospects of a positive solution.

After a week of negotiations, an agreement was reached and on January 27th M. Sandler made a report to the Council. In this report, he enumerated the fundamental principles of the agreement which were to govern the future status of the Alexandretta district. These principles were as follows:

(1) The Sanjak shall constitute a separate entity. It shall enjoy full independence in its internal affairs. The State of Syria shall be responsible for the conduct of its foreign affairs, subject to the provisions contained in No. (3) below.

The Sanjak and Syria shall have the same customs and monetary administration.

(2) In the Sanjak Turkish shall be an official language, and the Council shall determine, in accordance with the procedure laid down in paragraph 10, the character and conditions of the use of another language.

(3) No international agreement concluded by the State of Syria which is likely to affect in any way whatever the independence and sovereignty of that State, and no international

decision having the same effects may be applied to the Sanjak without the express consent in advance of the Council of the League of Nations.

(4) Special officials shall ensure the necessary liaison between the two executive authorities in matters for which responsibility will rest with Syria.

As regards such matters, the legislative assemblies of Syria and the Sanjak shall be entitled to establish interparliamentary liaison and to determine the details of such liaison.

(5) Supervision by the Council of the League of Nations to ensure respect for the Statute and Fundamental Law of the Sanjak, such supervision to be exercised in the following conditions:

(a) Presence on the spot of a delegate of French nationality appointed by the Council of the League of Nations.

(b) Power of the delegate to suspend for a maximum period of four months any legislative or governmental act contrary to the provisions of the Statute or of the Fundamental Law. In such case the delegate shall be bound immediately to refer the matter to the Council of the League of Nations with whom the final decision shall rest.

(c) The French Government and the Turkish Government declare their willingness to give effect to the recommendations which the Council of the League of Nations may make to them to ensure respect for the decisions taken by the Council.

If, in virtue of the Council's decision, the two Governments have to take joint action, they will previously consult one another regarding the details of such action.

The Council's powers and rights as regards demilitarisation shall be determined subsequently.

(6) The Sanjak shall have no army. No compulsory military service may be introduced and no military works may be constructed in the Sanjak. Only local police forces not exceeding . . . men may be organised in the Sanjak, and no armaments other than those required for the said police force may be introduced or maintained in the Sanjak. The technical details shall be determined in a subsequent agreement.

(7) A Franco-Turkish Treaty shall be concluded. This treaty shall contain stipulations determining the manner in which Turkey and France shall guarantee the territorial integrity of the Sanjak. This guarantee shall operate after consultation between the two parties.

An agreement shall be concluded between France, Turkey and Syria for the purpose of guaranteeing the inviolability of the Turko-Syrian frontier and of prohibiting in Turkish and Syrian territory any organisations or activities directed against the régime in force in the other country and that country's security.

(8) The Statute of the Sanjak shall contain a clause specifying the rights and facilities to be enjoyed by Turkey in the port of Alexandretta in order to enable her to make use to the fullest possible extent of that port for her transit trade.

(9) The Statute and the Fundamental Law shall enter into force as soon as the Council has so decided.

(10) The Council's decisions and recommendations shall be taken by a two-thirds majority without reckoning the votes of the parties concerned.

M. Sandler added that he shared the conviction of the French and Turkish representatives that these principles would provide the basis for an equitable settlement, in conformity with the Covenant.

But certain points required elucidation or additional provisions or, in certain cases, technical study.

As regarded the *Statute*, a definition of the Sanjak and its limits must be given, the rights of the Council and its delegate as laid down in Nos. 3, 4, 5 and 6 of the Fundamental Principles must be inserted, the protection of minorities must be ensured, economic clauses concerning the port of Alexandretta and postal agreements drafted, and the date of entry into force and certain transitional provisions fixed.

With regard to the *Fundamental Law*, the legislative, executive and judicial organs and their competence in the Sanjak, as provided by No. 1 of the Fundamental Principles, must be decided on; the electoral system and the character and conditions of the use of another language in the Sanjak besides Turkish must be decided on; there must be a procedure for the amendment of the Fundamental Law and for its coming into force; also transitional provisions. The Rapporteur proposed that the Council, in agreement with the mandatory Power, should appoint a committee of specialists to study these various questions and to draft the Statute and Fundamental Law of the Sanjak. This committee, on which the Rapporteur would be entitled to be represented, would consist of not more than six persons selected for their special qualifications by the President of the Council, in agreement with

the Rapporteur. It would have power to consult the appropriate branches of the Secretariat and, if necessary, the Permanent Mandates Commission. The observers appointed under the resolution of December 16th, 1936, to go to Alexandretta and Antioch, whose mission was to have terminated on January 31st,\* would be maintained in office until March 15th, 1937. They would furnish the Rapporteur with any information that might be of assistance in the performance of the tasks that still remained, and the Rapporteur should have power to convene them in Geneva.

Lastly, the Rapporteur proposed that the Council should request the French and Turkish Governments to put into writing the agreements that had been reached. These agreements would then be communicated to the Council before its final decision. The Statute and Fundamental Law of the Sanjak would be put into effect as speedily as possible in conformity with such decision as the Council might reach at its next ordinary session. Until the termination of the mandate it would rest with France to bring the new régime into operation as far as was compatible with her duties as Mandatory.

M. R. Aras, representative of Turkey, referred to the scope and significance of the agreement reached and said he would vote for M. Sandler's report. He warmly praised the efforts of the Rapporteur. The representative of France, M. Delbos, emphasised the great value that his Government attached to the settlement of this question and also thanked the Rapporteur.

## 2. APPEAL BY THE SPANISH GOVERNMENT, COUNCIL RESOLUTION OF DECEMBER 12TH, 1936

The Health Mission, consisting of General Lasnet, his assistant Dr. Laigrot, and Dr. C. Wroczyński, which was sent to Spain at the request of the Government of that country,† made a stay lasting from December 29th, 1936, to January 13th, 1937. During that time they were chiefly in Valencia and Madrid.

The report addressed by the Mission on January 18th to the Secretary-General, dealt successively with public health organisation, the epidemiological situation, and the evacuation of refugees. The members of the Mission said that though the shortness of their stay did not permit them to make an exhaustive

\* It was decided that as from February 1st, the expenses of the mission of observers would be refunded to the League by the Turkish and French Governments in equal proportions.

† See Monthly Summary, Vol. XVI, No. 12, p. 365.

investigation, they found that the state of the country's health was on the whole satisfactory, the health equipment fairly complete, public health supervision efficiently conducted, and the medical personnel available in fairly large numbers and devoted to their work. No epidemic focus had been reported even in Madrid, and in particular there had been no cases of typhus. As regards the evacuation of refugees, the report described what had already been done by the Spanish Government, which had been able to distribute about a million persons in different parts of the country. The position of Madrid was paradoxical; a population of 1,200,000 inhabitants, though subject to great hardship, continued to live an active life on the fringe of the battle-line. The report recommended that half the inhabitants should be evacuated and that the Spanish Government should be helped to secure 200 motor coaches to be reserved for the transport and evacuation of refugees.

The report stressed the following desiderata:

1. Reinforcement of the organisation of public health services and development of vaccinations of the most essential kinds (small-pox and typhoid fever);

2. Careful preparation of the organisation required to prevent the development of typhus fever, and the drawing up of plans for the vaccination of the population in the event of an epidemic outbreak;

3. Reduction of the numbers at present living in Madrid by the rapid evacuation of half of the inhabitants and, to that end, facilities for the Spanish Government to purchase the necessary motor coaches;

4. With a view to continuing the re-housing of refugees, the preparation in all areas of a detailed inventory of available accommodation, and the equipment of collective establishments (in particular barracks and convents), in order to turn them to the best possible advantage;

5. Arrangements for the distribution of food, allowing for the presence of refugees, and the procuring from outside of foodstuffs of which there is, or will be, a shortage;

6. In view of the dearth of means of transport for the wounded, facilities for the Spanish Government to purchase the motor ambulances which its medical service requires.

On January 14th, the Chilean Government asked that the question of the persons who had taken asylum in the Embassies and Legations in Madrid, known as the question of the Legation refugees, should be placed on the agenda

of the Council's ordinary session. The Cuban Government associated itself with the action of the Chilean Government.

At the beginning of the session, and on the Spanish representative's request, the Council decided to add to its agenda the report of the Health Mission. But the Spanish representative made reservations as to the addition of the question of the Legation refugees. After a discussion in which the representatives of Chile, Bolivia, Ecuador, Turkey, the U.S.S.R. and France took part, the Council decided to add these points to its agenda in the following form: Resolution of the Council of December 12th, 1936: Examination of the Report of the Health Mission sent at the request of the Spanish Government, and humanitarian questions connected therewith (evacuation of persons who have taken asylum in the Embassies and Legations at Madrid, etc.). The discussion in the Council began on January 25th.

After Dr. Lasnet had summed up the findings of the Mission, M. del Vayo, representative of Spain, moved that the whole of that part of the report relating to questions of health should be at once referred to the Health Committee. As regards the evacuation of Madrid, his Government intended to obtain the necessary motor coaches from abroad. He hoped that Dr. Lasnet would be able to continue, with the co-operation of the Spanish Government, the humanitarian work he had begun.

Turning then to a "few general considerations," he protested against the "legend of an extremist Spain which escapes all control." His country, he said, was fighting for a democratic and parliamentary Republic. Republican Spain would continue in her unshakable loyalty to the League and to the cause of peace. He was bound to observe that whilst his Government, as long ago as December, had accepted the supervision recommended by the Council, and now renewed that acceptance, other States had for weeks been postponing its entry into force, so that they might without difficulty continue to furnish the rebels with the divisions they needed.

Mr. Edwards, representative of Chile, said that in fourteen Embassies or Legations in Madrid there were at present refugees whose evacuation it was essential to hasten. He had raised the point in December last at the Council's extraordinary session, and the Spanish representative had then declared that the matter would be settled by direct negotiation with the various powers concerned. But as a fact the negotiations between the Spanish

Government and the heads of missions in Madrid had made no progress. The evacuation of the Legation refugees must be carried out as far as possible under international guarantee as a safeguard against their being murdered. The Council should therefore appoint an international commission to organise the evacuation in concert with the Spanish Government, the military authorities, and the diplomatic corps in Madrid.

M. Komarnicki, representative of Poland, said he supported the Chilean proposal. M. Alvarez del Vayo replied that his Government was still ready to take up directly with each Government the question of the evacuation of the Legation refugees. The conversations that had been in progress with the Argentine and Mexico in December had led to satisfactory results. But he could not agree to an international decision that would bind the Spanish Government to do more than it had done or could do for the Legation refugees.

The President, M. Wellington Koo, representative of China, was appointed Rapporteur, and after several conversations with the Spanish and Chilean representatives, he submitted a report to the Council on January 27th.

In this document he paid a tribute to the work of the Health Mission and proposed that the chapter dealing with the prevention of epidemics should be transmitted to the Health Committee. The Report explained the views of the representatives of Chile and Spain on the

subject of the evacuation of the Legation refugees and concluded as follows.

"Both representatives are actuated by the same humanitarian motives, and I believe that direct negotiations, which I hope will be begun at the earliest possible moment, should make it possible to settle the problem of the evacuation of the refugees in the Chilean Embassy to the satisfaction of both Governments."

After a private meeting, at which it was agreed that the negotiations referred to in the report would be opened in London, M. del Vayo stated that he would give the necessary instructions for this as soon as he returned to Madrid. The Report was then adopted.

### 3. REQUEST OF THE IRAQI GOVERNMENT UNDER ARTICLE II,†

At the desire of the Governments of Iran and Iraq the Council, on January 21st, decided to adjourn to its next ordinary session the consideration of the Iraqi Government's request under Article II, paragraph 2, of the Covenant.

### 4. TREATY OF MUTUAL GUARANTEE BETWEEN GERMANY, BELGIUM, FRANCE, GREAT BRITAIN AND ITALY DONE AT LOCARNO ON OCTOBER 16TH, 1925.‡

The Council decided on January 27th to adjourn to its next ordinary session the consideration of the question of the Treaty of Mutual Guarantee between Germany, Belgium, France, Great Britain and Italy done at Locarno on October 16th, 1925.

## III.—REDUCTION AND LIMITATION OF ARMAMENTS.

### CONVOCACTION OF THE BUREAU OF THE CONFERENCE

On October 10th, 1936, the Council authorised its President, after consultation with his colleagues, to settle, as soon as circumstances permitted, the date of the meeting of the Bureau of the Conference for the Reduction and Limitation of Armaments.\*

The President took advantage of the special session of the Council held in December last to

consult his colleagues and, having regard to all the considerations put forward, thought it preferable to refer the question to the January session of the Council.

On January 26th the Council, on the proposal of M. Rustu Aras, representative of Turkey, rapporteur, decided to convene the members of the Bureau of the Conference to meet on May 6th next, and requested the Secretary-General to take the necessary steps to this end.

## IV.—ADMINISTRATIVE QUESTIONS.

### I. DANZIG.

#### *Situation in the Free City.*

On October 5th, 1936, the Council invited the Polish Government to "seek on behalf of the Council the means of putting an end to the situation described in the general report of the

\* See Monthly Summary, Vol. XVI, No. 10, page 291.

High Commissioner and thus of rendering fully effective the guarantee of the League of Nations, and to make a report on this subject at its next session."

† See Monthly Summary, Vol. XVI, No. 9, page 275.

‡ See Monthly Summary, Vol. XVI, No. 10, page 289.

The Council was led to take this decision on account of the difficulties which had arisen at Danzig in the relations between the Senate of the Free City and the High Commissioner, and which threatened to impair the efficacy of the League's guarantee.

On January 27th, in the presence of M. Sean Lester, the League High Commissioner at Danzig and M. Greiser, President of the Senate of the Free City, the representative of Poland, M. Komarnicki, on behalf of Colonel Beck, the Foreign Minister, submitted to the Council a report on the action taken by the Polish Government.

Colonel Beck pointed out in this report that, in the course of his negotiations with the Danzig Senate, he had emphasised the necessity for respecting the Statute of the Free City and the competence of the High Commissioner. He noted that the Senate was resolved to carry out the Statute and the resultant obligations. This was clear from the following declaration made to him by the Senate :

"After the conversations which it has had with the Polish Government concerning the mandate entrusted to the latter by the League Council on October 5th, 1936, the Senate of the Free City of Danzig declares that the Free City bases its relations with the High Commissioner on the legal Statute in force."

He hoped, therefore, that the difficulties experienced by the High Commissioner in the exercise of his functions would not hereafter arise.

If the Senate in future afforded the High Commissioner and the Council all the assistance required to enable the League to carry out its task, it seemed to the Polish Foreign Minister that, from a practical standpoint, the High Commissioner in the performance of his duties should take care to see that the internal administration of the Free City was not hampered. This should be the less difficult for him if it were borne in mind that a differentiation between the sources of information on which the High Commissioner based his action was not only possible but even desirable. In this connection the information furnished by the Senate should be given the place corresponding to the latter's authority as the Government of the Free City of Danzig.

Colonel Beck considered that he had carried out its mission in submitting a reasonable solution which, in his opinion, would prove effective provided the Senate acted in accordance with its own declaration. It was obvious that the responsibility of the Council as guarantor of the Statute of the Free City

imposed upon it the duty of following the development of the situation.

On the other hand, the representative of the United Kingdom, Mr. Eden, rapporteur, submitted a report on behalf of the Committee of Three.

In this report the Committee expressed its thanks to the Polish representative for its action and the help given to the Committee, and asked the Council to take note of Colonel Beck's report.

The report then explained that the Statute of Danzig consists of three elements: the maintenance of the international position of the Free City; provision for the adjustment of difficulties between Danzig and Poland; and the guarantee of the Constitution which was intended to provide for a stable and peaceful political situation and to ensure that the government would function in conformity with the principles according to which the Free City was created, and with the obligations arising out of the Treaty of Versailles.

The relations between the League and Danzig had passed through two phases. Until a few years ago the Council, acting in discharge of its principal duty, was frequently concerned with difficulties between Poland and Danzig. Since then a new political situation had arisen, and the constitutional liberties had, on several occasions, been appealed to in circumstances which, at the time when the Statute was drafted, might have been regarded as unlikely to occur. The guarantee thus given had no essential connection with the normal functions of the League, but having given it, the League was bound to do its best to fulfil it.

As regards the relations of the Senate with the High Commissioner, the Committee considered that the principles laid down in the Polish Government's report should be understood in the sense that the High Commissioner's right to ask for information from the Senate, and the Senate's duty to furnish information remained unquestioned. It was for the High Commissioner to decide in respect of what questions he would ask for explanations and whether or not it was advisable to make a report to the Council. The High Commissioner would take account of the reports of the Polish representative and of the Committee of Three.

Upon the suggestion of Mr. Lester, the Committee recommended that in future the responsibility for asking that questions relating to the constitutional life of the Free City be placed on

the Council's agenda should fall upon the Committee of Three and not, as in the past, on the High Commissioner.

The Committee was sure that the Council would wish to express its approval of the conduct of the High Commissioner, Mr. Lester, who had, throughout his tenure of the office, discharged his functions in a manner deserving of the highest praise.

In the opinion of the Committee the information received from the Polish representative and the assurances given by the Senate offered sufficient grounds for expecting that the political tension in the Free City would now be lessened. It was not, however, without grave anxiety that the Committee recommended to the Council the adoption of the present report and the appointment of a new High Commissioner. But in doing so it was influenced by the fact that the guarantee of the Constitution of the Free City was part of a complex political structure to the disturbance of which the Council would certainly wish to avoid contributing so long as possible. The new High Commissioner, once on the spot, would let the Council know under what practical conditions he thought he could carry out his functions, taking into account the report of the Committee of Three.

In submitting this report, Mr. Eden recalled that the Council had entrusted to M. Beck a difficult mission, and that he had applied all his ability and energy to its discharge. As regards the substance of M. Beck's report, much depended on the spirit in which it was put into effect. As M. Beck had observed, the co-operation of the Danzig Senate was essential for the proper discharge of the High Commissioner's duties. Meanwhile, he thought the Council could note with satisfaction the co-operation between Poland and the Free City which had enabled M. Beck to accomplish his task.

M. Sean Lester explained his suggestion that the Council should relieve the next High Commissioner of the duty of placing questions on its agenda. He said that it was intended to clarify and ease the position of his successor. These powers of the High Commissioner had been very sparingly used in the past. During recent years the Council had been called upon to deal once at the request of his predecessor and twice at his own request with matters relating to the guarantee of the Constitution. During the past year, however, questions had been placed on the agenda by decision of the Committee of Three or of the Council itself. The proposal, therefore, was to continue this procedure.

He thanked the Council, and the rapporteur in particular for their confidence and loyal support, and added that he relinquished his post with genuine good wishes for the future of the Free City and the continuance of the intimate relations between its Government and that of Poland.

M. Greiser offered his thanks to M. Beck, and paid a tribute to the loyalty with which he had discharged his task. In his view the co-operation between Danzig and Poland constituted a further contribution to European peace. He thanked Mr. Eden for his comprehension and expressed the hope that no further tension would arise, the principles on which the report was based making it possible for him loyally to collaborate with the new High Commissioner.

Mr. Eden thanked the High Commissioner and the President of the Senate and proposed to the Council the adoption of the following resolution:

"The Council,

Having taken note of the report submitted to it by the representative of Poland, adopts the report of the Committee of Three,

And requests the Committee of Three to continue to follow the situation in Danzig."

M. Komarnicki thanked the rapporteur for the words spoken with reference to M. Beck, and added that the statement made by the representative of the Free City was a pledge for future close co-operation between the Polish Government and the Free City.

The Council then adopted the report of the Committee of Three and the resolution.

## 2. MANDATES

### (a) *Work of the Permanent Mandates Commission.\**

The Mandates Commission held its 30th session from October 27th to November 11th, 1936, and considered the annual reports for the Cameroons and Togoland under British mandate, the Cameroons and Togoland under French mandate, Ruanda-Urundi under Belgian mandate, Western Samoa under New Zealand mandate, and the islands of the Pacific under Japanese mandate.

The Commission also dealt with a number of petitions relating to Syria and Lebanon and to the Cameroons under French mandate.

### *I Reports of Mandatory Powers for 1935. Cameroons and Togoland under British Mandate.*

As regards *Togoland*, the Commission asked the Mandatory whether or not it held itself to

\* See Monthly Summary, Vol. XVI, No. 8, page 237; No. 9, page 272, No. 10, page 291.

be legally bound to apply the rule of economic equality to imports from countries that, in 1935, were no longer Members of the League.

In the case of the *Cameroons*, the Commission was informed that the Mandatory had had no occasion so far to introduce tariff legislation enabling a distinction to be made between States Members and non-Members; it did not propose to change its attitude owing to the withdrawal of Japan and Germany from the League. The Commission asked the Mandatory to state whether or not it held itself legally bound to apply the rule of economic equality to imports from the above countries.

The Commission asked for further information as regards these two territories on the subject of public finance, the economic régime, land tenure, etc.

#### *Cameroons and Togoland under French Mandate.*

The Commission noted that the Mandatory did not hold itself to be obliged to accord economic equality to imports from States that had ceased to be Members of the League. However, no change had so far been made in the previous régime.

The Commission also asked for full particulars of the system of refunds by the home country to producers in the form of export bounties on the territory's products and of the working of the system.

It also wished to have detailed information on the public debt, its origin and purpose. It asked for a complete account of the present land law and the development among the natives of the conception of individual property.

In regard to *Togoland*, the Commission had learnt in 1935 that measures of administrative reorganisation had been introduced to meet the budgetary deficit. It noted the Mandatory's statement that these measures did not in any way affect the territory's individual character and reserved judgment on the result of the reform.

When taking up the report for 1935, the Commission learnt that the Mandatory had pursued its reorganisation with a view to simplifying the administration, always without affecting the territory's individual character. It therefore felt bound to await until a later date before judging the results of these successive measures.

#### *Ruanda-Urundi.*

On the subject of economic equality, the Commission desired to know what treatment the Mandatory Power proposed to give to imports from States that were no longer Members of the League.

It observed that there was a slight improvement to be noted in the financial situation of the territory, which had previously given rise to anxiety and indeed was still difficult, owing to the size of the public debt. The Commission hoped that the economic development, which promised to be favourable, would soon enable the burden of debt to be reduced.

It also stated that it would follow with special interest the steps taken by the Mandatory for the training of future native chiefs.

#### *Western Samoa.*

The Commission learned that after the closure of the 1935-1936 financial period, the Mandatory had adopted a new policy with a view to securing effective co-operation from all elements of the people in the work of administration. As events were involved that related to a period subsequent to the annual report, the Commission decided to postpone any expression of opinion till it had more ample information as to the manner of introducing the changes, their effects, and the population's attitude towards them.

Information was asked for in regard to public finance, the economic régime, etc.

#### *Islands under Japanese Mandate.*

The Commission was pleased to learn that the Mandatory was engaged in preparing a scheme by which the native population would have a greater share in the increasing prosperity of the territory.

It was also informed that an enquiry had been held into the diminishing population of the Island of Yap. The results of this enquiry would no doubt enable the authorities to combat the causes of this decrease.

### II. *Petitions.*

The Commission's agenda included a number of petitions relating to Palestine; consideration of these was adjourned.

Petitions from Syria and the Cameroons gave rise to no special recommendations to the Council, on the part of the Commission.

### III. *Extraordinary Session.*

When the Commission was considering the United Kingdom Government's report on Palestine at its June session, it expressed the hope that, as soon as peace was restored in the territory, the Mandatory Power would furnish it with information as to the disturbances and their immediate causes.

As the disturbances only came to an end in October, the Mandatory was not able, at the

Commission's thirtieth session, to comply with this request. The Commission therefore, being anxious not to delay unduly its consideration of the causes, circumstances, and significance of these serious events, decided to hold an extraordinary session for the purpose, to be convened not later than the first week in April, 1937.

This would appear to give the Mandatory Power ample time to prepare material from which the Commission could obtain all such information as it might need in order to form an opinion upon the disturbances of 1936, with a view to a report to the Council. Its decision was approved by the President of that body.

#### *Approval by the Council*

On January 25th the Council considered the report of the Mandates Commission's 30th session and observed that, generally speaking, the financial and economic situations of the territories under review appeared to be improving. The Commission was anxious that the mandated territories to which the rule of economic equality applied should enjoy the benefit of reciprocity to the greatest possible extent.

The Council was pleased to learn that the Mandatory Powers are, to an increasing extent, appointing Government officials from the territories, to serve as accredited representatives.

It instructed the Secretary-General to inform the Governments of the Mandatory Powers of the Commission's remarks, asking them to take the action suggested by it; also to forward to petitioners and to the Governments concerned the Commission's findings in regard to petitions which it had examined.

The representative of New Zealand referred to the fact that the new Government, which had come into power in December, 1935, had done everything it could to smooth over the difficulties that had arisen in Western Samoa. The Government had arranged for two of its Ministers, together with administrative officers, to visit that territory and to make an inquiry into the inhabitants' complaints, in consultation with the Samoans themselves. It seemed to the New Zealand Government that the Mandates Commission was not satisfied with the policy of the Government in Western Samoa.

The representative of the Mandates Commission, who had come to the Council table, said that the report before the Mandates

Commission related to a period under the previous administration. The Commission had therefore refrained from any expression of opinion on what had taken place, and had offered no criticism.

The representative of the Commission added that that body very much appreciated the frank and friendly manner in which the New Zealand Government had co-operated with it, and had none but the kindest feelings toward that Government. However, some members of the Commission had been surprised not at the change of policy, but at the fact that it had not been announced to the native inhabitants.

In connection with the Commission's extraordinary session, the rapporteur explained that the representative of the United Kingdom had informed him that there was little likelihood that the Royal Commission's report would be available for communication to the Mandates Commission as early as the first week in April 1937. The Royal Commission on Palestine, in view of the belated decision of the Supreme Arab Committee to co-operate with it had not yet been able to conclude its exhaustive inquiries in Palestine, and some time must inevitably elapse after its return to the United Kingdom while it was drawing up its report and while the report was being considered by the Mandatory Power.

In these circumstances, the representative of the United Kingdom, being desirous to help the Mandates Commission in the execution of its task, proposed that the special session should be convened, not for the beginning of April, but for May 31st, by which date the Commission would, unless any unforeseen circumstances arose, be in possession of all the requisite information. The representative of the Mandates Commission yielded to the circumstances adduced by the United Kingdom representative, and agreed that the special session on Palestine should be deferred until May 31st. At this session, the Commission would examine not only the Royal Commission's report and the conclusions drawn from it by the Mandatory Power, but also the annual report for 1936, which would contain a detailed account of the disturbances. Further, the Commission would complete its examination of the 1935 report, certain points of which, it will be remembered, were reserved last year, in view of the circumstances.

The ordinary summer session of the Commission would be held at a date to be fixed after the close of the special session.

*(h) Frontier between Tanganyika and Mozambique.*

On December 22nd, 1936, the Government of the United Kingdom—Mandatory Power for Tanganyika—submitted to the Council, jointly with the Portuguese Government, a request seeking approval of the Agreement dated May 11th, 1936, defining the frontier between Tanganyika and Mozambique.

## V.—LEGAL AND CONSTITUTIONAL QUESTIONS.

## I. CONSTITUTION AND WORKING OF LEAGUE COMMITTEES.

On January 27th the representative of France, M. Delbos, rapporteur, submitted to the Council a report on the constitution and working of League committees.

He pointed out in this report that during 1936 the Rules of Procedure of the various League committees had been brought, within the time-limit prescribed by the Council, into line with the General Regulations, except in respect of two organisations—the Communications and Transit Organisation, whose scheme of reform had been referred to a special committee of experts for re-examination, and the Intellectual Co-operation Organisation, which had obtained an extension of the time limit laid down for that purpose.

He announced that the new Statute of the Health Organisation had come into force as a result of its ratification by the *Office international d'Hygiène publique* and proposed certain exceptions to the General Regulations in respect of the Rules of Procedure for the Committee of Statistical Experts.

As regards the appointment of members of the various committees, which, according to the regulations, should be made as far as possible at the January session of the Council, M. Delbos suggested that, in order to ensure continuity in the mandates of committees, the Council should uniformly fix as the end of a term of office not December 31st, but the date of the council's January session.

The rapporteur hoped to be able to submit definite proposals regarding the reorganisation of the Financial Committee at the next session of the Council. He thought fit, however, to put forward forthwith certain suggestions in this connection. He described the task of the Financial Committee as consisting in a study of general financial questions, advice and assistance to particular States, and advice on financial questions arising out of current political or administrative work of the Council.

On January 22nd the Council, on the proposal of the Rumanian representative, rapporteur, declared its willingness to examine this Agreement with a view to approval, and invited the Mandates Commission to inform it of its opinion as to the effect of the Agreement on the execution of the Mandate.

He stressed the necessity for co-operation between the Financial and Economic Committees. He observed that in the past when appointing members of the Financial Committee the Council had endeavoured, in its choice of persons, to keep a certain balance between treasury experts, representatives of banks of issue and representatives of commercial banks. In view of the importance of the first of the Committee's three duties, he suggested that the Council should, in future, extend the choice of the members of the Financial Committee to include persons possessing the widest possible financial experience and general economic knowledge. He thought it desirable for financial markets of various types to be represented on the Committee, both for creditor and debtor countries and states with industrial and agricultural structures.

M. Delbos remarked before the Council that his report dealt in its first part with the adaptation of the statutes of the various committees to the General Regulations, and in its second part with the constitution and composition of the Financial Committee. The suggestions he put forward in this connection and on which the Council would be called upon to take a decision at its next ordinary session were based above all on a desire to achieve uniformity. He thought it would be well for the Council to hear the opinion of the rapporteurs on financial and economic questions.

M. Sandler, representative of Sweden, rapporteur for financial questions, was glad to note that the report expressed the view he had strongly emphasised, namely, that the Financial Committee should have a definite statute in conformity with the Rules generally applied. He regretted that a formal proposal to this end had not been submitted at the present session, but thought that the question would be settled in principle by the adoption of the report. He supported the report on condition that a definite decision were taken at the forthcoming session of the Council.

M. Komarnicki, representative of Poland, rapporteur for economic questions, expressed his approval of the terms of the report and associated himself with the remarks made by M. Sandler. He expressed the hope that the matter would be finally settled at the next ordinary session of the Council.

Mr. Eden, representative of the United Kingdom, pointed out that his Government had given much practical support to the activities of the Financial Committee in the past, taking a great interest in its future. He was, therefore, glad to have a little more time allowed for the study of its constitution and status.

He observed that the proposals submitted in the report on this subject were to be regarded only as suggestions but that it was useful for future decisions to have them placed before the Council at the present time. He added that they would be carefully studied and that his Government would be glad to hear them discussed at the next session.

M. Delbos thanked the representatives of Sweden and Poland and took note of the observations made by the representative of the United Kingdom.

The Council then adopted the report.

## 2. CONDITIONS OF VOTING ON REQUESTS FOR THE PERMANENT COURT'S ADVISORY OPINIONS

On September 28th, 1935, the Assembly expressed the desire that the Council examine in what circumstances and subject to what conditions an advisory opinion may be requested under Article 14 of the Covenant.

On January 22nd, 1936, the Council, as a preliminary, instructed the Secretary-General to invite the Members of the League to submit their views. This invitation produced statements of their opinion from seventeen Governments.

On January 22nd the Council dealt with this question once more.

The representative of China, M. Wellington Koo, rapporteur, pointed out that the Assembly had asked the Council to consider a question of interpretation of the Covenant on which divergent views had been expressed in the discussions of the First Committee of the Assembly in 1928 and 1935. The same diversity of opinion appeared in the replies received from Governments. He suggested that the Council should consider whether the prospects of reaching a solution at the present time warranted the appointment of a Committee to study the question, or whether some other course should be followed.

The representative of Sweden, M. Undén, observed that the Assembly had, on two occasions, expressed the desire that the Council should arrange for a study of this matter. It was, therefore, natural that the Council should take the appropriate action in accordance with the Assembly's request. He proposed that the question be referred to the Special Committee entrusted with the study of the application of the principles of the Covenant which would, in any case, have to touch upon it when considering the various forms of procedure for settling international disputes.

The representative of Rumania, M. Antonesco, recalled the view often expressed by the Rumanian Government: the Council or the Assembly can request advisory opinions under Article 14 of the Covenant only by a unanimous vote. He explained that, though the application of the majority rule was not expressly stipulated, decisions regarding requests for advisory opinions were governed by paragraph 1 of Article 5, which provides for the unanimity rule. He contended that, except in certain strictly limited cases arising from the application of Article 12, the Covenant imposed on Members of the League no obligation to submit their disputes to judicial settlement. If the Council resorted to advisory opinions without the assent of the parties, such resort would in fact be tantamount to removing the matter from the Council's jurisdiction and imposing the competence of the Court. He added that in many disputes brought before the Council or the Assembly the political aspect was of outstanding importance. If paragraph 1 of Article 13 which, in most cases, covers legal disputes, provides for the agreement of the parties to submit to judicial or arbitral settlement, *a fortiori* the agreement of the parties should be obtained if the juridical aspects of political disputes were to be referred to the Court. He asserted that Members of the League, by undertaking to bring the dispute before the Council or the Assembly, in no case recognised the Council's or Assembly's right to refer such a dispute or certain aspects of it to the Court without their assent.

He declared that, by acceding to the Optional Clause of the Statute of the Court, Rumania had shown its desire to accept the competence of the Court within the limits fixed in the instrument of accession. Outside these limits his country meant to follow the procedure of conciliation before the Council. He could not admit that, as a result of a majority vote, judicial settlement should be substituted for political settlement. Moreover, such judicial

settlement would have serious effects on the elasticity of the methods employed for mediation. The political aspects of a dispute could not be separated from the juridical without unanimous agreement, otherwise the substance of the dispute would be prejudged and there would be a danger of bringing political questions before the Court.

The representative of Rumania declared that his country could not take the view that since advisory opinions did not bind either the Council or the parties, requests for such opinions should be regarded as a matter of procedure. The new Court Regulations, in order to ensure the authority of advisory opinions, tended more and more to assimilate the advisory to the contentious procedure. The value of the advisory opinions, requested by a majority vote, would itself be lessened: Members of the Council who might have opposed the proposal for a request would not feel bound by an opinion of the Court and would probably vote against its adoption by the Council. He stressed the fact that such adoption of Court opinions must take place as a result of unanimity. There would thus be a risk of creating friction and serious divergencies between the Court and the Council.

The representative of the U.S.S.R., M. Litvinoff, seconded the proposal of the representative of Sweden to refer this matter to the special Committee created by the Assembly.

The representative of the United Kingdom, Sir William Malkin, did not wish to oppose the proposal, especially as it was put forward by the representative of one of the countries which had brought the matter before the Assembly in 1935.

He observed, however, that every time this question had been discussed the result had brought to light deep-seated divergencies of view between the Members of the League. The replies received from Governments showed that the position had not changed.

He did not think that by referring this matter to the Committee of Twenty-eight, or indeed any committee, an agreement between Members of the League would be reached or much added to the knowledge already possessed with regard to their opinions. He wondered whether the addition of this controversial subject to the duties of the Committee of Twenty-eight would facilitate its task.

M. Undén, representative of Sweden, remarked that, although often discussed, this question

had never been referred to a committee for study. He thought that such a reference would clarify the problem and might, perhaps, reduce divergencies.

The representative of Poland, M. Komarnicki, while sharing the doubts and apprehensions of the representative of the United Kingdom, said that, out of deference to the representative of Sweden and his country, he would not oppose the latter's suggestion.

The representative of Spain, M. del Vayo, supported the Swedish representative's proposal, and M. Antonesco stated that he would not raise any objection.

On January 26th, on the proposal of the rapporteur, the Council decided to invite the Committee of Twenty-eight to undertake a study of this question. The Council also instructed the Secretary-General to communicate to the Committee the observations received from Governments, together with the Minutes of the Council discussions on the subject.

### 3. INTERNATIONAL ENGAGEMENTS.

#### *Registration of Treaties.*

The treaties and international engagements registered by the Secretariat of the League during January include:

A Treaty of Alliance between the United Kingdom and Egypt and a Convention concerning the immunities and privileges to be enjoyed by the British forces in Egypt (London, August 26th, 1936), presented by the United Kingdom.

An Exchange of Notes between Bulgaria and Sweden constituting an arrangement regarding the reciprocal recognition of certificates of origin (Sofia, December 7th, 1936), presented by Sweden.

A Treaty of Extradition between Colombia and Cuba (Havana, July 2nd, 1932) presented by Cuba.

An Exchange of Notes between Austria and Sweden constituting an arrangement regarding reciprocity in the matter of unemployment insurance (Vienna, January 15th, 1937), presented by Sweden.

A provisional Convention between Hungary and Switzerland regarding air navigation (Berne, June 18th, 1935), presented by Hungary.

A Convention between Rumania and Yugoslavia regarding the application of the international regulations for the police control of navigation and the exercise of such control on the sector of the Danube between the mouth

of the Nera and the mouth of the Timok, which forms the frontier between the two states (Belgrade, February 10th, 1933), presented by Rumania

A Convention between Germany and the Netherlands regarding the traffic of goods between Germany and the Netherlands Indies (Berlin, June 6th, 1934), presented by the Netherlands.

A second Treaty between Germany and the Netherlands, modifying the Treaty concerning customs and credits of November 26th, 1925 (Berlin, June 6th, 1934), presented by the Netherlands.

A clearing Agreement between Sweden and

Turkey (Ankara, December 14th, 1936) presented by Sweden.

An agreement between Greece and Sweden concerning commercial exchanges (Athens, December 31st, 1936), presented by Sweden.

An Exchange of Notes between Chile and Sweden constituting an Agreement regarding the reciprocal protection of commercial and industrial trade marks (Santiago de Chile, October 2nd and 21st, 1936), presented by Sweden.

An Arrangement between Denmark and the U.S.S.R. concerning the exchange of parcel post (Moscow, June 29th, 1936), presented by Denmark.

## VI.—TECHNICAL ORGANISATIONS.

### 1. ECONOMIC AND FINANCIAL ORGANISATION.

#### (a) *Raw Materials:*

##### *Appointment of a Committee of Inquiry.*

On January 26th, the Council considered the question of raw materials and appointed a committee of inquiry on the subject.

As early as 1921, this question was on the Council's agenda and the preparation of a report was ordered.

In 1933, the Monetary and Economic Conference held in London also dealt with the matter when endeavouring to find means of checking the catastrophic fall in the prices of raw materials

In 1935, the question was once again brought before the Assembly by the United Kingdom representative. In 1936, there was a very full discussion in the Assembly, which concluded that a committee should be set up to inquire into "equal commercial access for all nations to certain raw materials" \*

As the Polish representative said in his report to the Council, "the problem of the supply of raw materials, mixed up and confused in turn with colonial questions, migration questions, trade and monetary problems and considerations of financial and national prestige, has given rise and still gives rise to keen controversy. It is therefore of importance that an impartial and qualified body should be able to proceed without delay to carry out in the economic field the inquiry which was requested by the Assembly."

The Council therefore appointed a committee of inquiry, consisting of the following: members

of the Economic Committee—Sir F. W. Leith-Ross (British), M. M. U. Shudo (Japanese), M. W. Stucki (Swiss), M. B. Rosenblum (U.S.S.R.), Mr. H. F. Grady (American); members of the Financial Committee—Sir H. Strakosch (South Africa), Dr V. Pospisil (Czechoslovak); other qualified persons — M. Max Léo-Gérard (Belgian), Dr Joao Carlos Muniz (Brazilian), Prof. Ch. Rist (French), M. Gonzalo Robles (Mexican), Prof. J. van Gelderen (Netherlands), M. Rose (Polish), Lt.-Col. Thomaz Fernandes (Portuguese), M. Ivar Högbohm (Swedish).

This list is not complete. As the representative of Poland, M. Komarnicki, stated, it might also include experts of Canadian, Italian and German nationality.

The representative of France, M. Delbos, reminded the Council that the International Labour Office had constantly been occupied with the subject since 1919, and asked that the Labour Organisation might be associated with the Committee's work

The United Kingdom representative, Mr. Eden, said that his Government attached special importance to the work about to be undertaken and trusted that it might begin as soon as possible.

The Council agreed to M. Delbos's proposal.

#### (b) *Financial Committee.*†

The Council on January 26th took note of conclusions reached by the Financial Committee at its last session, which was held at Geneva in December, 1936.

\* See Monthly Summary, Vol. XVI, No. 10, page 325.

† See Monthly Summary, Vol. XVI, No. 12, page 373.

In accordance with the Assembly's wish, the Committee on that occasion dealt with developments in the monetary field and in particular with foreign debts and exchange control. It also reviewed the financial situation of Austria, Hungary, Estonia, and Bulgaria.

With regard to the last-mentioned country, the Financial Committee had proposed certain amendments to the Protocol of 1928 and to the statute of the National Bank.

The Council, on the motion of the Swedish representative, M. Sandler, approved these changes and drew the attention of the Bulgarian Government to the urgency of re-establishing budgetary equilibrium.

#### *Composition of the Committee.*

In January, 1934, the Council decided to provide for more effective representation of overseas countries on the Financial Committee. Accordingly, on January 22nd, 1937, it appointed Mr. Winfield William Riefler a substitute member of the Committee.

Mr. Riefler, who now holds an appointment at the Institute for Advanced Study, Princeton, New Jersey, was formerly in the service of the Federal Reserve Board, and was later Chairman of the Government's Central Statistical Board and Economic Adviser to the National Emergency Council.

#### *(c) Work of the Fiscal Committee.*

The Council on January 22nd took note of the Fiscal Committee's report on its sixth session.

On the motion of the Swedish representative, M. Sandler, it instructed the Secretary-General to ask Governments whether they would be prepared to enter into an agreement for the prevention of fiscal evasion, especially as regards income from movable capital and, if so, whether they approved the principles suggested by the Committee.\* The replies should be sent in before May 1st.

The Council also instructed the Secretary-General to draw the attention of Governments to the draft provisions prepared by the Fiscal Committee relating to the allocation of income of insurance companies and to the allocation of the property and capital of business enterprises between States for the purposes of taxation.

#### *Composition of the Committee.*

The Council on January 25th renewed the membership of the Fiscal Committee, the

period of office of members being due to terminate in January, 1937.

As this Committee is engaged on technical work the continuity of which it is important to preserve, the Council, on the proposal of the Rapporteur, M. Sandler, representative of Sweden, invited the present members to retain their position for a further period of three years, with the exception of M. Navarro Reverter Y Gomis, who had asked to be relieved of his duties.

In his place, the Council appointed M. Jimenez, Director of the Tax Administration in Peru.

The Committee is now studying fiscal systems, and the Council accordingly thought it desirable to increase its membership by the addition of experts from countries which were not equally concerned with the problem of double taxation on which the whole attention of the Committee had been concentrated in 1934. It therefore selected Dr. Kuylenstierna, Chief of Division at the Swedish Ministry of Finance.

The Committee will thus be composed as follows:

#### *1. Ordinary members.*

M. Hans Blau, Director of the Federal Administration of Taxes, Swiss.

Dr. Gino Bolaffi, Director General of Local Finance at the Ministry of Finance, Italian.

M. Marcel Bérduge, Director General "hors cadres" at the Ministry of Finance, French.

Mr. Mitchell B. Carroll, Counsellor at Law, U.S.A.

M. Carlos P. Jimenez, Director of the Tax Administration at the Ministry of Finance, Peruvian.

Dr. Carl W. U. de Kuylenstierna, Chief of Division at the Ministry of Finance, Swedish.

M. Georges Mantzavinos, Deputy-Governor of the Bank of Greece, Greek.

M. Rodolphe Putman, Director-General of the Administration of Direct Taxes, Belgian.

Dr. J. H. R. Sinninghe-Damste, Director-General of the Administration of Taxes at the Ministry of Finance, Netherlands.

Mr. Clifford H. Wakely, Assistant Secretary to the Board of Inland Revenue, British.

The Council also approved the following list of

#### *2. Corresponding members.*

Mr. A. F. Corbett, Commissioner for Inland Revenue, South African.

M. Rrok Gera, former Minister of Finance, Agent of the Government at the National Bank, Albanian.

\* See Monthly Summary, Vol. XVI, No. 10, page 295.

Dr Ernesto Malaccorto, Director of the General Administration of Income Tax, Argentinian

Sir Henry Sheehan, Secretary to the Commonwealth Treasury, Australian.

Dr Rudolf Egger, Chief of Section at the Ministry of Finance, Austrian.

M Hector Ormaechea Zalles, former Minister of the Treasury, Bolivian.

M. Paulo de Lyra Tavares, Secretary, Head of the Central Accountancy Section of the Republic, Brazilian.

M. Stoyan Andreeff, Inspector at the Ministry of Finance, Bulgarian.

Mr C. Fraser Elliott, Commissioner of Income Tax, Canadian.

M. Julio Pistelli, Director General of National Taxation, Chilean.

M. Eduardo Vallejo, former Minister, Professor of Public Finance at the University of Bogota, Colombian.

Dr. Rafael Rodriguez Altunaga, Secretary of the Treasury, Cuban.

Dr. Miloš Cikrt, Councillor at the Ministry of Finance, Czechoslovakian

Dr F. Lademann, Councillor of State, Head of the Direct Tax Administration, Danzig

M. E. von der Hude, Chairman of the Board of Taxation, Danish

M Horacio A. Febles, Under Secretary of State at the Treasury, Dominican Republic.

M. Eduardo Ríofrío, Director of Taxation at the Ministry of Finance, Ecuadorean.

M. Amin Osman, Under-Secretary of State at the Ministry of Finance, Egyptian.

M Alfred Ebun, Director of Taxation at the Ministry of Finance, Estonian.

M Kaarlo Johannes Brummer, Head of the Taxation Department at the Ministry of Finance, Finnish.

Dr Alexandre Kneppo, Chief of Section at the Ministry of Finance, Hungarian.

M Helgi Briem, Commercial Delegate of the Government, Icelandic.

Khan Bahadur J. B. Vachha, Commissioner of Income Tax, Bombay, Indian.

M. Mahmoud Bader, Under-Secretary of State at the Ministry of Finance, Iranian.

Mr. W. D. Carey, Revenue Commissioner, Irish.

M. Tatsuo Yamada, Director of the Taxation Department at the Ministry of Finance, Japanese.

M. Juris Smits, Director of the Taxation Department at the Ministry of Finance, Latvian

Dr. J. B. Sax, Member of the Council of State, Director of the Tax Administration, Luxembourg.

M. Manuel Gomez Morin, Economist, Ministry of Foreign Affairs, Mexican.

Mr. C. E. J. Dowland, Commissioner of Taxes, New Zealand.

M. W. Kent, Chief of Division at the Ministry of Finance, Norwegian.

M. Eduardo de Alba, Director of the National Bank, Panamanian

M. W. Adamkewicz, Councillor at the Ministry of Finance, Polish.

Dr. George Caranfil, Councillor of the Economic Department at the Ministry of Foreign Affairs, Rumanian.

Dr. Miloš Cikrt, Councillor in the Ministry of Finance, Rumanian.

M Cezmi Ercin, President of the Board of Inspectors at the Ministry of Finance, Turkish

M. Octavio Morato, Technical Assessor of the Banco de la Republica, Vice-President of the National Commission of Trade and Industry, Uruguayan.

M Henrique Perez Dupuy, President of the Venezuelan Credit Bank, Member of the High Inter-American Commission, Venezuelan.

Dr. Dusan Letitza, Minister of Finance, Yugoslav.

#### (d) *Committee of Statistical Experts.*

On the motion of the Swedish representative, M. Sandler, the Council on January 22nd took note of the report of the Committee of Statistical Experts relating to the work of its Fifth session.

The Council recommended Governments parties to the international Convention on Economic Statistics to adopt the definitions and classifications for mining and metallurgical statistics\* drawn up by the Committee.

The Secretary-General was authorised to undertake an inquiry into timber statistics, also to communicate the recommendations on tourist statistics to States Members and non-members of the League. The Council further expressed the hope that Governments would see their way to giving effect to these recommendations, which were drawn up at the request of the Economic Committee.

#### *Composition of the Committee.*

On January 25th, the Council designated a number of specially qualified persons to be members of the Committee of Statistical Experts that was set up in January, 1931, under the terms of the International Convention relating to economic statistics. The term of office of the above Committee had expired.

\* See Monthly Summary, Vol XVI, No 10, page 296.

On the motion of the rapporteur, M. Sandler (Sweden), the following were appointed for a period of three years: Dr. C. Brunschweiler, Director of the Federal Statistical Bureau (Swiss); Mr. R. H. Coats, Dominion Statistician (Canadian); M. Binar Cohn, Director of the Statistical Department (Danish); Mr. D. Durand, United States Tariff Commission (American); Sir Alfred Flux, formerly Chief of the Statistical Service of the Board of Trade (British); M. C. Gini, Professor at the Royal University, School of Statistics (Italian); M. M. Huber, Director of the General Statistical Office of France (French); M. G. Jahn, Director of the Central Statistical Bureau (Norwegian); Dr. Oscar Morgenstern, Director of the "Osterreichisches Institut für Konjunkturforschung" (Austrian); M. E. Szturm de Sztrem, Director of the Central Statistician Bureau (Polish).

The International Institute of Agriculture and the International Labour Office were also invited to designate, as heretofore, one representative each to participate in the work of the Committee.

#### (c) *Bulgarian Stabilisation Loan.*

Under Clause 19 of the General Bond of the Bulgarian 7½ per cent. Stabilisation Loan, 1928, any questions concerning the meaning of that instrument shall be referred to the Council of the League, which will decide them or appoint a person or persons to do so.

The Bulgarian Government and the Trustees of the Loan accordingly submitted to the Council a question of interpretation, which they formulated as follows:

"Are the obligations of the Bulgarian Government under clauses 6 and 8 of the General Bond securing the Kingdom of Bulgaria 7½ per cent. Stabilisation Loan, 1928, finally discharged by the due provision of the monthly payments referred to in clause 13 of that General Bond?"

In view of the technical nature of the point at issue, the Council appointed a jurist, Mr. Alexander P. Fachiri, to decide it.

## 2. HEALTH ORGANISATION.

### (a) *Nutrition.\**

In order to encourage the researches and inquiries in progress on nutrition, the Assembly last October voted a resolution to the effect that it might be desirable to co-ordinate internationally the work of the various national committees concerned with this subject. The Assembly also suggested that the Council

should arrange for exchanges of views among representatives of these committees on problems with which they were all concerned.

On the motion of the Swedish representative, M. Sandler, the Council took note of the Assembly resolution, and on January 22nd decided that a meeting should be held of the representatives of national Nutrition Committees of various countries. The Secretary-General was asked to organise this meeting after consulting the Chairman of the Mixed Committee on Nutrition.

### (b) *Work of the Bureau of the Health Committee*

On January 25th, the Council considered the report of the Bureau of the Health Committee on its fifth meeting held at Paris on October 29th and 30th, 1936.

The New Zealand representative, Mr. Jordan, paid a tribute to the memory of Sir George Buchanan, a member of the Health Committee, who died recently. He went on to say that the Bureau had at its last session been mainly occupied with the problem of rural hygiene.†

After a rapid survey of the Organisation's work in this field since 1931, he explained that it had led up to: an international rural housing exhibition, to take place within the International Exhibition of Arts and Technique in Modern Life to be held in Paris in 1937; and also to the second European Rural Hygiene Conference, for which preparations were about to begin. The purpose of this Conference will be to examine more rational and practical solutions for problems arising out of conditions of life and work in the country.

The Bureau was of opinion that this Conference would be equally of interest to the League's Economic and Financial Organisation, the International Labour Office, the International Institute of Agriculture and the International Institute of Intellectual Co-operation. The interdependence of the health, social and economic aspects of the question was not merely theoretical but practical. Rural hygiene questions must be placed in their general setting, namely, that of rural life, and account must be taken of the factors of all kinds which come into play.

As regards the Rural Hygiene Conference for American countries of which the convocation had been in principle decided on by the 1936 Assembly, the Council requested the Health Committee last October to submit its proposals, after getting into touch with the International Labour Office.

\* See Monthly Summary, Vol. XVI, No. 10, page 298.

† See Monthly Summary, Vol. XVI, No. 10, page 300.

Accordingly, the Bureau suggested that the preparation of this Conference should be in the hands of the Secretary-General of the League and the Director of the above Office.

The Bureau also took note of various suggestions made by the Assembly for studies on housing and physical education, the rational use of leisure, nutrition and maternal and infant welfare.

It further recommended the Council to authorise the Secretary-General to take steps to create an international foundation for the purpose of commemorating the work of Professor Léon Bernard. This foundation, for which subscriptions had been invited, would have for its purpose the award at regular intervals of a prize in recognition of some piece of practical work in the field of social medicine.

### (c) Constitution of the Health Committee.

The Health Committee ended its term of office on December 31st, 1936, and was reconstituted by the Council in a new form in accordance with the constitution approved by the Assembly on October 10th, 1936, and ratified by the Permanent Committee of the *Office international d'Hygiène publique* on the 25th of the same month.

The Health Committee will henceforward consist of twelve members, including the President of the Permanent Committee, who shall be vice-chairman *ex officio*, and eleven other members appointed for three years by the Council. These members must include the representatives of the principal national health administrations.

As a result, the Council, on January 27th, appointed Professor G. Bastianelli, Director of the High School of Malariology, Rome (Italian), Professor W. Bronner, Director of the Bureau of Foreign Information on Health and Director of the Dermatological Institute, Moscow (U.S.S.R.), Dr. H. S. Cumming, former Surgeon General of the United States Public Health Service, Washington (U.S.A.), Professor A. Dung, Professor of Physiology at the University of Vienna (Austrian), Professor Husamettin Kural, Under-Secretary of State for Public Health, Ankara (Turkish), Dr. Th. Madsen, Director of the State Serological Institute, Copenhagen (Danish), Dr. M. T. Morgan, Medical Officer, Ministry of Health, London (British), Professor Jacques Parisot, Director of the Institute of Hygiene, Nancy (French) and Professor A. Sordelli, Director of the Bacteriological Institute of the National Health Department, Buenos Ayres (Argentinian).

In regard to the two remaining seats, the Rapporteur, the representative of New Zealand, asked the Council to authorise him to make further arrangements in consultation with the Secretary-General.

The Rapporteur also observed that the reduction in the membership of the Committee from twenty-six to twelve would result in depriving the new Committee of many highly qualified collaborators. He suggested that it might be possible to overcome this difficulty by having recourse to associate members, as is authorised by Article 16 of the General Regulations on Committees. The Council having approved the Rapporteur's conclusions, it was thereupon agreed that there should be a Japanese associate member of the Committee.

Finally, the Rapporteur drew the Council's attention to the fact that the constitution of the Health Organisation provided for the holding of an annual assembly of the General Advisory Health Council. The Permanent Committee of the *Office international d'Hygiène publique* is to act as this Council and the States members of the League which do not participate in the Office are to be invited to send representatives to the meeting.

He added that the executive details were to be fixed by agreement between the Secretary-General of the League and the President of the *Office international*.

The Secretary-General had got into touch with the President of the *Office* and suggested that the International Labour Office should be entitled to be represented at the Annual Assembly and that, should occasion arise, it should also be open to the President of the Permanent Committee of the *Office* and the President of the Health Committee jointly to authorise the representation of international organisations making application to that effect. The representatives of these organisations would sit as assessors.

## 3. COMMUNICATIONS AND TRANSIT.

### (a) Reform of the Calendar.

On January 25th, the Council examined a report by the representative of the U.S.S.R., M. Litvinoff, on the reform of the calendar.

The Rapporteur referred to the fact that the Secretary-General had sent him a letter from the Director of the International Labour Office, informing the Council of a resolution adopted by the International Labour Conference on June 24th, 1936.

In this resolution, the Conference drew the League Council's attention to the question and asked that it might be referred for further study to the Committee on Communications and Transit

The reform of the calendar has been carefully studied by that Organisation. In 1931, the fourth General Communications Conference went into the economic and social aspects of the simplification of the Gregorian calendar and the fixing of movable feasts.

The statement on calendar simplification sent by the Conference to Governments pointed out the inconveniences of the present position and the advantages of a simpler measure of time more accurately appropriate to the needs of modern life. At the same time, it stated that the moment was hardly favourable for a change.

As regards the fixing of movable feasts, the Conference recognised the desirability of such a reform from the economic and social standpoint, but thought that the religious authorities should first be approached. But after all the Christian churches had been consulted, the Council was obliged to note that unanimity did not exist.

Since this inquiry in 1934 no measure had been suggested to the competent organs of the League, but the Secretariat had continued to keep in touch with the efforts made by those concerned to enlighten opinion as to the advantages and drawbacks of a reform, in accordance with the instructions given by the Fourth Conference to the Communications and Transit Committee.

Information which it had obtained as to the work of private bodies and of the press, and as to the views of various official or semi-official bodies and institutions, had led it to the conclusion that the opposition manifested at the Fourth General Conference has not diminished.

On the motion of its Rapporteur, the Council recommended the resolution adopted by the International Labour Conference in June last to the attention of the Communications and Transit Committee

The Chilean representative drew attention to a resolution adopted by the Labour Conference of American States, which met at Santiago, Chile, on January 14th, 1936. This recommended the approval of a perpetual calendar of twelve months with equal quarters, and requested the Governing Body of the International Labour Office to forward the resolution to the Secretary-General of the

League and to the Governments of all American States

The Chilean representative, after referring to the International Labour Conference's resolution of June, 1936, mentioned a number of recommendations voted by bodies which, though private in character, were none the less important from the objects they proposed to achieve and from the persons of whom they were composed. He then laid before the Council a draft convention, trusting that it would receive the attention of the League. He thought the study of this question should be rapidly pursued; the earliest suitable date for the adoption of the universal calendar was January 1st, 1939, which fell on a Sunday.

The Chilean representative added that the reform of the calendar would be useful only if it was applied by almost all countries. Hence, it was necessary that an international convention should be drawn up.

He therefore proposed that the Council should request the Secretary-General to make an enquiry from Governments. The Council would then be able to decide whether a Conference should be convened

The Council decided to refer the draft Convention submitted by the Chilean representative to the Advisory Committee on Communications and Transit and at the same time to bring it to the notice of States Members and non-Members of the League.

*(b) Request from the Zeltweg-Wolfsberg and Unterdrauburg-Woellan Railway Company.\**

On January 25th, the Council took note of the report of the Permanent Legal Committee of the Communications and Transit Organisation, which it had asked to consider the issues raised by the request of the Zeltweg-Wolfsberg and Unterdrauburg-Woellan Railway Company.

On the motion of the Rapporteur, M. Litvinoff (U.S.S.R.), the Council agreed with the opinion of the Legal Committee and accordingly decided to wait a reasonable time until the Austrian courts had given a final award on a lawsuit connected with this affair, before deciding on the substance of the question. The Legal Committee was asked to submit a final report to the Council, if possible, at its session next May.

\* See Monthly Summary, Vol. XVI, No. 12, page 378.

## VII.—SOCIAL AND HUMANITARIAN QUESTIONS.

## 1. SOCIAL QUESTIONS.

*Composition of the Advisory Committee on Social Questions.*

In May, 1936, the Council decided to increase from fifteen to twenty-five the number of Government representatives on the Advisory Committee on Social Questions, which superseded the Advisory Commission for the Protection and Welfare of Children and Young People.\*

On January 25th, upon the proposal of M. A. Edwards, representative of Chile, rapporteur, the Council appointed members of the Advisory Committee, Belgium, the United Kingdom, Canada, Chile, Denmark, France, India, Italy, Japan, Poland, Rumania, Spain, Turkey, United States and Uruguay, all of which were represented on the former Advisory Commission.

The rapporteur then submitted a list of new members to be added to the Committee, *i.e.*, the Argentine, China, Hungary, Mexico, the Netherlands and Switzerland. This list takes into account the desire expressed by certain Governments to be represented on the Advisory Committee and the necessity that the Committee should, as far as possible, reflect the types of social policy followed in the different countries. An effort has also been made to ensure that the Governments represented should be fairly distributed over the various parts of the world.

The rapporteur then proposed that the following international voluntary organisations which co-operated as assessors with the Traffic in Women Committee and the Child Welfare Committee should be invited to become corresponding members of the Advisory Committee on Social Questions:—

- International Women's Organisations, Paris.
- International Union of Catholic Women's Leagues, Utrecht,
- International Federation for Aid to Young Women, Neuchatel,
- Jewish Association for the Protection of Girls and Women, London,
- International Federation of Trades Unions, Paris,
- International Association for the Promotion of Child Welfare, Brussels,
- International American Child Welfare Institute, Montevideo,
- League of Red Cross Societies, Paris,
- Save the Children International Union, Geneva.

He suggested that the Council should consider at a later date the question of associating with the work of the Advisory Committee other important international organisations which had not participated in the activities of the Advisory Commission for the Protection and Welfare of Children and Young People.

The Council adopted the rapporteur's proposals.

## 2. TRAFFIC IN OPIUM.

(a) *Composition of the Advisory Committee*

As a result of the reorganisation of League Committees the Council decided, on January 24th, 1936,† to increase the membership of the Opium Advisory Committee without, for the moment, fixing the number of additional seats to be created.

It was understood that the Council would give due consideration to requests that might be received from Governments wishing in future to be represented on the Committee.

On January 22nd the representative of Latvia, M. Munters, rapporteur, informed the Council that the Secretary-General had received such requests from the Governments of Bulgaria and Peru. He pointed out the desirability of securing the co-operation of these two countries in the work of the Committee, Bulgaria being a producer of raw opium and Peru of the coca leaf, both of which are used for the manufacture of narcotic drugs.

The Council decided to comply with the requests received from the Bulgarian and Peruvian Governments and to invite them to be represented on the Committee.

(b) *Work of the Permanent Central Opium Board.*

The Council, on January 22nd, approved the report on the work of the Permanent Central Opium Board submitted by M. Munters, representative of Latvia, rapporteur.

The report stressed the necessity for Governments to furnish punctually the annual and quarterly statistics required under the Limitation Convention of 1931. It remarked that during 1935 the main objects of the Limitation Convention were attained and that the quantities manufactured and stocks in hand at the end of the year were not unduly large.

\* See Monthly Summary, Vol. XVI, No. 5, page 134, and No. 9, page 260.

† See Monthly Summary, Vol. XVI, No. 1, page 18.

## 3. SLAVERY.

*Composition of the Advisory Committee of Experts.*

On the proposal of the representative of the United Kingdom, Mr. Eden, the Council on January 22nd renewed the membership of the Advisory Committee of Experts on Slavery for the period ending January, 1940, as follows:

M. José d'Almada, Colonial Adviser to the Portuguese Ministry of Foreign Affairs; M. Enrico Cerulli, Colonial Secretary-General in the Italian Ministry of the Colonies and Professor of Oriental Languages at the Institute of Oriental Languages, Naples; M. Octave Louwers, Colonial Adviser to the Belgian

Ministry of Foreign Affairs, Secretary-General of the International Colonial Institute; Sir George Maxwell, K.B.E., C.M.G., late Chief Secretary to the Government, Federated Malay States; Mme. Isabel Oyarzabal de Palencia, Minister Plenipotentiary, several times Spanish Delegate to the International Labour Conference and to the Assembly of the League of Nations; M. Th. Marchand, Governor of Colonies, ex-Commissioner of the French Republic in the Cameroons, M. Neijtzel de Wilde, Head of the Department for Juridical Questions and League of Nations Affairs in the Netherlands Ministry of the Colonies, ex-President of the Legislative Assembly of the Netherlands Indies.

## VIII.—INTERNAL ADMINISTRATION QUESTIONS.

## 1. DECLARATION OF LOYALTY MADE BY A NEW DIRECTOR OF THE SECRETARIAT.

On January 22nd the recently appointed Director of Personnel and Internal Administration of the League Secretariat, M. V. Stencek (Czechoslovak), made and signed before the Council the usual Declaration of Loyalty \*

## 2. COMPOSITION OF THE INVESTMENTS COMMITTEE OF THE STAFF PENSIONS FUND

On January 27th the Council appointed, for a period of three years, as members of the

Investments Committee of the Staff Pensions Fund, Mr. A. T. Maxwell (British) to succeed Mr. Jamieson, unable to accept re-appointment, and M. T. Ligthart (Netherlands) to succeed M. Odier, who died recently. The Council also renewed the term of office of Count de Cbalendar (French).

On the proposal of M. Wellington Koo, representative of China, rapporteur, the Council asked the Secretary-General to convey its sympathy to Madame Odier.

## IX.—NEW LEAGUE PUBLICATIONS.

## 1. BALANCE OF PAYMENTS 1935.

The Economic Intelligence Service of the League of Nations has just published the 1935 issue of its annual volume on Balance of Payments. The volume gives details of the international accounts for 29 countries, including the world's principal trading countries, except Italy for which data are lacking for all years since 1930. Two new countries are included in the present volume, namely, Palestine and the U.S.S.R. In the complete statements over 30 items—visible and invisible—are taken into account. These are grouped under the general headings Merchandise, Interest and Dividends, Other Services, Gold, and Capital items (long-term and short-term operations),

and a balance is thus struck between the inward or credit movements (exports) and the outward or debit movements (imports) for each country.

The importance of this pioneer activity of the League is shown by the contrast between the present situation and that existing before the League began its work on the subject. Prior to the publication of the volume, the field of international accounts could only be entered with difficulty and by a specialist who was prepared to take the trouble to collect and read the scanty literature on the subject, published in a small number of countries at irregular intervals and in different languages. The initiative taken by the League has resulted in (1) the regular compilation by many countries on more or less uniform lines of statements of their balances of international payments, and (2) the publication of these statements in a co-ordinated form, together with an analysis of the most striking conclusions which appear from a comparative study of them.

A leading feature of the important summary

\* The text of this declaration runs as follows:—

"I solemnly undertake to exercise, in all loyalty, discretion and conscience, the functions that have been entrusted to me as an official of the Secretariat of the League of Nations, to discharge my functions and to regulate my conduct with the interests of the League alone in view, and not to seek or to receive instructions from any Government or other authority external to the Secretariat of the League of Nations."

which prefaces the volume each year is a synoptical table based on the accounts for each country dealt with in the volume.

In addition to this general table, a number of individual tables dealing with particular categories of international transactions, such as capital operations, interest and dividend payments, tourist expenditure and remittances, are given in the summary.

Amongst the items of chief interest which it contains this year is the section entitled "Recent Changes in the Balance on Current Account of Creditor and Debtor Countries." An attempt is made to separate capital movements offset by banking gold transfers, from such movements due to a surplus or deficit on account of current items. Prior to the depression, the chief creditor countries—the United States, United Kingdom and France—taken as a group, had a surplus on current account, which was lent to debtor countries. A graph is given showing that such a surplus also existed during the depression years, except in 1931 and 1932. The unwillingness of the creditor countries to lend this surplus owing to unsettled economic and political conditions has led to a constant drain of gold from the debtor countries. Recently, however, the surplus has begun to fall with the increase in the imports of creditor States. The import balance in merchandise trade of seven creditor countries—those mentioned above, plus the Netherlands, Belgium, Sweden and Switzerland—which had fallen by 841 million gold dollars between 1929 and 1934, rose by 108 million in 1935 and by 251 million during the first eight months of 1936. The trade balance of the debtor countries has obviously moved in the opposite direction, and it is stated that the total balance on current account—previously passive—of all debtor countries taken together is likely to approach equilibrium.

The change is due in part to the larger requirements of raw materials for the reviving industry in creditor countries, which are all highly industrialised, and in part to the accompanying rise in the price of primary products, entailing an improvement in the barter terms of trade of the debtor countries, and in their economic and financial condition in general. An interesting sign of this improvement is the abundant supply of local funds enabling government loans to be raised at very low rates in the domestic capital market of several debtor countries.

The adjustment of trade balances may not, it is suggested, prove to be lasting. "It has

no doubt been brought about in part by the fact that an expansion of industrial activity—such as took place in important creditor countries during 1935 and 1936—entails, for a time, a more than proportionate increase in the quantity of raw materials required in the process of manufacture, and in part by the exceptional rise in grain prices resulting from the recent drought in certain producing areas; and it is too early to judge how trade balances will be affected by the devaluation of certain currencies in the autumn of 1936."

## 2. INTERNATIONAL TRADE IN CERTAIN RAW MATERIALS AND FOODSTUFFS, BY COUNTRIES OF ORIGIN AND CONSUMPTION, 1935.

This volume, the first of its kind, is published by the Economic Intelligence Service of the League of Nations. It is the outcome of a conclusion, extremely important from the point of view of international trade statistics, arrived at by the Committee of Statistical Experts three years ago, to the effect that the incomparability of international trade statistics (i.e., the discrepancies between import statistics given by an importing country and export figures relating to the same transactions given by the exporting country) could only be eliminated if all countries supplied import data by country of origin. In accordance with the conclusion of this Committee, the Council in January, 1934, asked Governments to furnish import data on this basis and authorised the Secretariat to collect, aggregate and publish such data.

The present volume is thus an attempt to secure more satisfactory information regarding the movement of goods from producing to consuming countries than was hitherto available from the ordinary national statistics of foreign trade. The statistics contained in the present volume are confined to 35 commodities, principally raw materials and foodstuffs, which are important in international trade. Amongst these are wheat, sugar, rubber, wood in various forms, hides, wool, cotton, silk, iron and steel, copper, motor spirit. A detailed descriptive list of the commodities is given in the introductory part of the volume.

Data from 28 countries were received in time for inclusion in the new volume. The Secretariat has incorporated in it statistics from an additional 12 countries—making 42 in all—which had already furnished their statistics in accordance with country of origin, production or consignment. These 42 countries represented in 1935 about 84 per cent. of total

world trade and 85 per cent. of total world imports

In the table for each commodity the detail and total of imports by country of origin are accompanied by the total export figure for the particular commodity, as given by the exporting country, to each of the importing countries. These data regarding exports as stated by the exporting country are inserted in the tables with a view to giving an approximate idea of completeness of the tables based upon import statistics. The volume warns the reader not to expect an exact correspondence between figures of total exports and total imports as stated by the various countries. Apart from the fact that the import data relate to 42 countries only, whereas the export figures concern exports to all countries, there are other

reasons for discrepancies between import and export figures. Some of these are mentioned in the introduction to the volume in order to show the complexity of the problem. They are the time lag due to distance, the practice of storing staple commodities for considerable periods before they enter into the trade stream and are thus statistically recorded, differences due to some figures being in gross and others in net weights, etc.

Despite these difficulties the volume represents an important pioneering effort to solve the problem of the comparability of international trade statistics by the adoption of uniform principles for the recording of data, and it is believed that it affords a valuable indication, if not a precise record, of the flow of goods from producing to consuming countries.

## X.—FORTHCOMING LEAGUE MEETINGS.

February 19th.—Plenary Assembly of the Joint Committee of the Major International Organisations, Geneva.

February 22nd.—Meeting of Representatives of National Nutrition Committees, Geneva

April 12th.—Permanent Central Opium Board, Geneva.

April 15th.—Committee of Statistical Experts, Geneva.

April 15th.—Advisory Committee on Social Questions, Geneva.

April 20th.—Committee for the International Repression of Terrorism, Geneva

April 26th.—Financial Committee, Geneva

May 3rd.—Committee for the Study of International Loan Contracts, Geneva.

May 6th.—Bureau of the Conference for the Reduction and Limitation of Armaments, Geneva.

May 18th.—Sub-Committee on Drug Seizures, Geneva.

May 24th.—97th Session of the Council, Geneva.

May 24th.—Advisory Committee on Traffic in Opium, Geneva

May 31st.—Extraordinary Session of the Permanent Mandates Commission, Geneva.

June 14th.—Permanent Mandates Commission (ordinary session), Geneva.

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*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*

## I.—SUMMARY OF THE MONTH.

February, 1937.

During February a Conference of Representatives of Central Authorities in Eastern Countries was held at Bandoeng under the auspices of the League, to consider what new measures could be recommended against the traffic in women and children. The Conference adopted a series of resolutions urging, in par-

ticular, closer co-operation between such authorities, the setting up of a Bureau of the League of Nations in the East to centralise and distribute information in regard to traffickers, the establishment of effective supervision of both women and minor immigrants, and the abolition of brothels.

The Health Committee reviewed progress on current work and decided on the composition and terms of reference of its sub-committees, commissions, and groups of experts that are to carry on the investigation of questions like biological standardisation, malaria, nutrition, housing, physical fitness, leprosy, cancer, and opium.

A group of experts consulted at the request of the Health mission sent to Spain, and with the approval of the Health Committee, drafted recommendations regarding protection against typhus.

The Committee of Experts on the Statute

and Fundamental Law of the Sanjak of Alexandretta began its work

The Government of Paraguay informed the Secretary-General that the withdrawal of Paraguay from the League is to be regarded as definite.

The Council has appointed Professor Carl Burckhardt High Commissioner of the League in Danzig.

M. V. Sokoline has been appointed an Under-Secretary-General of the League.

## II.—SOCIAL AND HUMANITARIAN QUESTIONS.

### TRAFFIC IN WOMEN.

#### *Conference of Central Authorities in Eastern Countries.*

The Conference of Central Authorities in Eastern countries met at Bandoeng from February 2nd to 15th under the auspices of the League. This meeting was the outcome of the investigation carried out in 1930-1931 by a Commission of Enquiry into the Traffic in Women and Children in the East.\*

The voluminous report published by the Commission at the end of 1932 aroused great interest everywhere. Whilst it is impossible to say definitely what have been the practical consequences of the Enquiry, it is certain that a number of measures that have been adopted in various countries are wholly or partly due to it.

But these measures must be simultaneously applied. Accordingly the Commission's report suggested the summoning of a regional conference to discuss the question of Chinese victims of the traffic.†

Such a regional conference, though of great utility, would have been unable to cope with the whole problem. It was therefore proposed, first in the Traffic in Women and Children Committee of the League and later in the Assembly, that a conference of central authorities in the East should be held. But it was not until 1936 that the Assembly and the Council decided that the meeting should take place at Bandoeng, Java, on the generous invitation of the Netherlands Government.

The agenda of the Conference, based on the report of the Commission of Enquiry, contained the following six points:

1. Closer co-operation and greater exchange of information between the authorities responsible for the measures taken to prevent traffic in women in the East;
2. Initiation of an effective policy in respect of minor emigrants and immigrants;
3. International position with regard to the abolition of licensed houses; discussion of the possibilities of abolishing such houses in the East;
4. Closer collaboration between authorities and private organisations (including missions);
5. Employment of a larger number of women officials on the staff of authorities responsible for the welfare of women and children in the East;
6. Position of women of Russian origin in the Far East.

Of the twelve Governments invited to the Conference, nine announced that they were ready to participate—the United Kingdom (Governments of the Straits Settlement and Federated Malay States and Government of Hong Kong), China, France, India, Japan, Netherlands, Portugal, Siam, and United States of America, the last-named being represented by an observer.

The following organisations were also invited: Sacred Congregation "de propaganda fide", International Missionary Council; Salvation Army; the World's Alliance of Young Men's Christian Associations; the World's Young

\* See Monthly Summary, 1932, Vol. XII, No. 12, page 363.

† The Commission of Enquiry had pointed out that the traffic in Eastern countries was chiefly in Chinese women.

Women's Christian Association ; World Women's Christian Temperance Union ; Pan-Pacific Women's Association .

Nine representatives of national, regional or local organisations were also invited to attend the Conference on the proposal of Governments, as well as two experts, one being from the International Criminal Police Commission.

The Conference was not called upon to draft a convention or international instrument, but rather to arrive at an understanding as to the general ideas which underlie official and unofficial action in this part of the world, and as to practical measures for combating the traffic in certain parts of the Indian and Pacific Oceans.

In opening the Conference, the Director of the Department of Justice of the Netherlands Indies, Dr. Enthoven, on behalf of the Governor-General, extended a cordial welcome to delegates.

The Netherlands delegate, Jonkheer Baud, was then elected President, and the Indian delegate, Mrs. Mukerji, Chairman of the All-India Women's Conference, Vice-President.

On the first point on the agenda—the possibility of abolishing licensed houses in the East—the Chinese delegate, M. Sung, described the efforts made by the Chinese National Government to do away with brothels. He referred to the difficulties due to lack of Chinese jurisdiction over certain parts of China.

The French delegate, Professor Lahrouquère, reminded the Conference of the change that had taken place in France with regard to this question, as a result of the work of the Traffic in Women Committee and of the Fifth Committee of the League Assembly. Up to 1929 the matter had been considered one of internal politics. To-day France agreed with the opinion of countries who regarded brothels as the chief instrument of the traffic in women, and therefore considered the matter to be an international problem. M. Labrouquère made certain reservations with regard to the application of the new system in French territories overseas. Abolition in Indo-China presupposed a civil status of women, general elementary instruction, medico-legal organisation, and the education of the public. The French delegate showed how the health authorities were preparing for complete abolition by the extension of the medical services. Once the proposed "Sellier" law was adopted in France, it would be promulgated in the French colonies. But in consequence of the special situation in the Far Eastern colonies, abolition could only be carried out progressively and after adaptation to local conditions.

The Japanese delegate, Mr. Agachi, stressed the fact that the system of licensed prostitution in Japan excluded foreign women and was therefore of an internal character. The solution must be left entirely to the Government which, however, was making a progressive enquiry on the lines recommended by the League. Of forty-seven prefectures, five had abolished brothels.

The delegate of Macao, M. Sampaio, expressed the opinion that for the present, regulation, with all its difficulties, was better than abolition. Only Chinese women were allowed to register as prostitutes in Macao. Nevertheless the Government considered abolition as an ultimate aim and was studying the question of a progressive suppression of brothels. Macao was prepared to collaborate with the League and to consider any suggestions made by the Conference.

Professor CORREIRO, delegate of the Portuguese Indies, pointed out the difficulties arising from the semi-religious character of certain phenomena, and the hesitation of his Government to interfere with tradition. He would gladly transmit to it any suggestions made by the Conference.

Prince SAKOL VARNAKARA VARAVARM, delegate of Siam, announced that a Committee had been appointed to consider the question of prostitution in Siam and had pronounced in favour of abolition. He enumerated a number of administrative, legal, medical and educational measures that had been adopted in his country in order to create the basic condition for successful abolition. He proposed that the proceedings of the Conference should be published in a form that would serve to stimulate public opinion in the East.

The delegate of India, Mrs. Mukerjee, stated that no system of licensed houses existed in India.

In a resolution on Point I. of its agenda, the Conference expressed the conviction that closer co-operation between central authorities in the East would be essential to success. Wishing to ensure more effective co-ordination of the steps already taken, or still to be taken, it recommended that a Bureau of the League should be created in the East to receive and circulate regular reports from all participating countries regarding the traffic in women and children. These reports would be regarded as confidential and should contain information regarding persons convicted of trafficking in women and children, those deported or banished without their guilt having been established,

and those wanted in connection with such offences who had escaped before a warrant of arrest could be issued. The Bureau would also suggest to Governments any measures which might facilitate the collection and distribution of information and generally promote collaboration between the Contracting Parties. It would make annual reports to the League.

A second resolution on the same point recommended that the League should approach interested Governments in order to secure closer co-operation between police authorities, and should apply to Governments, where necessary, regarding the holding of local conferences for the consideration of more effective measures against the traffic.

This same resolution recommended adequate provision by international arrangement or otherwise to enable the competent authorities to arrest traffickers on board vessels during their actual attempt at landing victims.

Regarding item 2 of the agenda, which concerned the protection of migrants, the Conference expressed the hope that measures similar to those adopted in Hong-Kong would be applied in other Eastern ports in which the traffic takes place. In the Conference's view the Hong-Kong Government should be requested to consider the extension of its preventive control of emigrants to cover the case of female and minor passengers in other than "emigrant" ships. Special measures were also recommended against the traffic in women and children belonging to or accompanying travelling troupes of entertainers, by control at the frontiers and by supervision within national territories. Governments were also recommended to make arrangements or regulations by which their national shipping would co-operate with the port authorities in preventing traffic in women and children; also to secure reasonable precautions by steamship companies

to prevent the evasion by female and minor emigrants of any protective examination.

With regard to item 3 on the agenda, concerning the possibility of abolishing licensed brothels in the East, the Conference, after having recalled previous Assembly recommendations and resolutions, declared itself in favour of abolition and recommended that educational, administrative, medical and social measures should be taken for the formation of public opinion in Eastern countries in which tolerated brothels still exist.

Referring to item 4 of the agenda, concerning closer collaboration between authorities and private organisations in the East, the Conference asked Governments to welcome practical co-operation with private organisations established in their territories, believing that such action would be of great value.

On item 5, the possibility of employing a larger number of women police, the Conference requested Governments to consider what could be done in this way for the protection of women and children.

With regard to item 6, the women of Russian origin, the Conference, after having referred to the Assembly's resolution of 1935\* and having characterised the problem of these women as a challenge to the social conscience, appealed to voluntary organisations and individuals to raise the necessary funds for the appointment of a League agent to take special charge of the measures of co-ordination necessary on behalf of these unfortunate women.

The Conference thanked the Netherlands Government for its invitation and the Netherlands Indies Government for its generous hospitality, and conveyed to the League the expression of its gratitude for the efforts made to combat the traffic in women and children.

### III.—TECHNICAL ORGANISATIONS.

#### HEALTH ORGANISATION.

##### 1. MEETING OF THE HEALTH COMMITTEE.

The League's Health Committee met at Geneva under the chairmanship of Dr. Madsen from February 5th to 9th.

After paying a tribute to the memory of Dr. A. Lutrario, who had worked on the Committee since its foundation, the Committee decided to submit its rules of procedure for approval by the Council, in accordance with

Article 18 of the "General Regulations on Committees"†

The different sub-committees, commissions, and groups of experts for current work were then constituted, especially those dealing with biological standardisation, malaria, nutrition, housing, physical fitness, leprosy, cancer and opium.

\* See Monthly Summary, Vol. XV.

† See Monthly Summary, 1936, Vol. XVI, No. 1, page 17.

The Committee reviewed the progress made on work at present in hand and decided upon the terms of reference of the sub-committees, commissions and groups of experts. The Director was requested to submit at the next session a detailed draft programme for the next three years.

In accordance with a decision of the Council, the Committee examined certain chapters of the report of the Health mission sent to Spain at the request of the Government of that country.\*

This mission stayed in Spain from December 29th, 1936, to January 15th, 1937. In full agreement with the Government and with the assistance of the health authorities, it studied the general epidemiological situation, the living conditions of the civil population and the special conditions affecting refugees, more particularly in Valencia, Alicante and Madrid.

The Council considered the report on January 27th and transmitted to the Health Committee the chapters dealing with the prevention of epidemics, drawing attention to the urgency of the typhus question and the necessity of holding a consultation of experts on that subject.

The Committee took up these questions, in the presence of Mme. Montseny, Spanish Minister of Public Health, and of Dr. Lasnet. It noted that the Spanish Government had asked for the renewal of the mission's mandate, so that the Government might have the benefit of its further assistance in the humanitarian work that had been started.

Note was taken of the Secretary-General's decision to accede to this request. The Committee also approved the proposal for a consultation of experts regarding the prevention of typhus, which would be of interest to all countries, from the practical as well as the scientific point of view.

The Health Committee also dealt with the development of international biological standardisation, recalling the progress made and the results obtained since 1922, thanks to the efforts of its Standardisation Commission, which had established international standards for eleven therapeutical sera, one bacterial extract, four vitamins, three sex hormones, five gland preparations and five other therapeutic agents. The Commission's recommendations in regard to assays have been followed out in all large laboratories.

In 1935, an intergovernmental Conference, at which twenty-four countries were represented,

expressed the hope that the use of the international standards adopted by the Commission would be made compulsory by the competent authorities of all countries. At present, thirty-one of these had officially recognised and adopted them.

The Health Committee was convinced that the work of international biological standardisation was indispensable, and that, under present circumstances, the only organisation able to carry it out was the League of Nations.

The following attended the Committee's session: Professor Bronner (U.S.S.R.), Dr. Husametin Kural (Turkish), Dr. Th. Madsen (Danish), Sir John W. D. Megaw, of the India Office, Dr. M. T. Morgan (British), Professor Parisot (French), Dr. C. C. Pierce, representing Dr. H. S. Cumming (American), Professor A. Sordelli (Argentinian) and Dr. G. Szulc (Polish).

## 2. CONSULTATION OF EXPERTS ON THE PREVENTION OF TYPHUS

On January 27th, the Council asked the Health Committee to examine the chapters dealing with the prevention of epidemics, contained in the report submitted to the Council by the Health Mission sent to Spain at the request of the Government of that country. The Council reminded the Committee that one of these chapters emphasised the urgency of the typhus question and the necessity of holding a consultation of experts on the subject.

The Health Committee considered that the prevention of typhus was a question of general interest from the practical as well as the scientific point of view and accordingly arranged for a consultation of experts, which took place at Geneva on February 8th-10th.

The experts, after an exchange of views on the present state of knowledge regarding immunology from typhus, which provides the basis for all specific prophylaxis, submitted certain practical recommendations, some of which apply to the case of a threatened epidemic and others to one that has already broken out.

In the event of a threatened epidemic—and without awaiting the appearance of the first case—the following measures should be taken:

(a) Organisation and operation of a systematic and periodical delousing service among the troops and among civilians, including refugees and the floating population. (The methods will depend on local resources in staff and

\* See Monthly Summary, 1936, Vol. XVI., No. 12, page 367.

material, and must be studied on the spot.) The staff of the delousing service must receive special instruction and training beforehand.

(b) Organisation of a vigilance service for the early detection of typhus cases

(c) Preparation of a plan for the isolation of patients, including their transport in vehicles easy to rid of insects, and their treatment in hospital (Arrangements must be made for the extension of hospital premises according to requirements)

(d) Preparation of plans for the isolation of infected localities (sanitary cordon, food supply of the population isolated, etc.).

(e) Formation of stocks of serum of immunised animals Organisation of a service for the obtaining of serum from convalescents and storage of all necessary material for the purpose.

(f) Vaccination with a killed vaccine of all medical, sanitary and auxiliary staff.

In the case of an epidemic, the experts recommend the intensification of measures of delousing and detection, the application of measures for the isolation of patients and typhus foci, and the collection and use of the serum of convalescents.

In addition to these measures, the following would be necessary:

(a) Immediate use of the serum of convalescents or of serum in stock as a preventive measure, in the first place for the health and administrative personnel in contact with patients, with the exception of persons who have already been immunised with killed vaccine for more than one month and less than twelve months, and, in the second place, for persons having already come into contact with patients.

(b) Mass vaccination of the military and civilian population of infected localities

As killed vaccines cannot at present be produced in large quantities, use may be made of living virus-vaccines, which can be prepared rapidly in quantities sufficient to meet all requirements. The health administrations concerned will be responsible for deciding on the use of these vaccines, the efficacy of which has been proved, although they are still in the experimental stage.

The following experts took part in this consultation: Professor L. Anigstein, State Health Institute, Warsaw; Dr. G. Blanc, Director of the Pasteur Institute of Morocco, Casablanca; Dr. M. Bonjean, Director of the Institute of Hygiene, of Morocco, Rabat; Professor M. Ciuta, Assistant Director of the

Cantacuzène Institute, Bucharest; Dr. J. Laigret, Chief of Laboratory at the Pasteur Institute, Tunis; Professor H. Mooser, Professor of Bacteriology, Institute of Hygiene, Zurich; Professor Ed. Sergent, Director of the Pasteur Institute of Algeria, Algiers; Dr. G. Varela, Chief of Laboratory at the Institute of Hygiene, Mexico; Professor R. Weigl, Director of the University Biological Institute, Lwów; Professor H. Zinsser, Professor of Bacteriology, Harvard Medical School, Boston.

The following also attended the proceedings. Surgeon-General A. Lasnet, Chairman of the Health Mission to Spain; Dr. M. T. Morgan, Member of the Health Committee, Medical Officer, Ministry of Health, London; Dr. J. M. Marin de Bernardo, Technical delegate of the Ministry of Public Health of Spain.

The following were also present at some of the meetings: Madame Montseny, Minister of Public Health of Spain; Drs. Cuatrecasas and J. Morata, Canton of the Ministry of Public Health, Spain, and the following members of the Health Committee: Professor Madsen (Denmark), Chairman; Professor Bronner (U.S.S.R.); Dr. Hussamettin Kural (Turkey); General Sir John Megaw, I.M.S. (India); Professor Parisot (France); Dr. Pearce (United States of America); Professor Szulc (Poland); and Professor Sordelli (Argentina).

### 3. CONFERENCE OF REPRESENTATIVES OF NATIONAL COMMITTEES ON NUTRITION.

The Assembly in 1936, noting that national nutrition committees had been set up in various countries, thought it desirable that their activities should be internationally co-ordinated and an opportunity given to their leaders to compare their experiences. It suggested that the Council should arrange for exchanges of views among the representatives of these committees on the problems of nutrition.

On January 22nd the Council authorised the Secretary-General to organise a meeting of the representatives of national nutrition committees. This meeting was held in Geneva from February 22nd to 26th, under the chairmanship of Lord Astor, (British).

The representatives of national committees exchanged information on the organisation of the different national nutrition committees, on the work already done and in progress, on the methods employed to determine the state of nutrition of the population and to spread the principles of improved nutrition. They drew up a memorandum on the technique of

dietary surveys which is to be submitted to the Mixed Committee on Nutrition at its April session.

The meeting was attended by the representatives of the national committees in the following countries: Belgium, the United Kingdom, France, Latvia, Norway, Sweden, the U.S.S.R., Yugoslavia. Although no national committees have as yet been set up in Czechoslovakia or Hungary, representatives from these countries also attended the meeting, and Poland was represented by an observer.

#### 4. THE INFLUENZA EPIDEMIC

An examination of the five numbers of the Weekly Epidemiological Record issued by the Health Section of the League of Nations Secretariat since the New Year reveals the fact that while the epidemic of influenza in countries of Western Europe has been of fairly wide prevalence, it has, with the exception of a few isolated cases, been mild in character. Mortality has at no time become more serious than in the 1932-33 outbreak; it cannot be compared with the gravity of that in 1918-19.

The present epidemic was first observed in the United States of America almost a month earlier than the appearance of epidemics in recent years. Here cases multiplied rapidly without, however, resulting in a serious rise in mortality. Towards the latter part of November and until the middle of December this "benign" or mild form of the disease spread throughout north-western Europe—in Germany, Czechoslovakia, the Netherlands and Denmark. Here the maximum rate of increase in mortality was reached in the third week of December, after which it diminished.

In Germany the greatest number of deaths from influenza were recorded in Berlin. Between November 15th and December 19th the general rate reported weekly was 12.2, 14.2, 17.9, 20.1, and 20.7 per 1,000 inhabitants. Between December 20th and 26th, the number of deaths ascribed to influenza recorded in 57 German towns of over 100,000 inhabitants fell from 535 to 512 and the general death rate per 1,000 inhabitants from 15.1 to 14.2.

Toward the end of December the epidemic invaded the British Isles, where it immediately assumed a more serious aspect. Four million cases appeared in and about London and in the south of England, followed quickly by a rise in the death rate. The general mortality rate between December 27th and January 2nd was 17.0 in 122 large towns, 18.8 in Greater London,

22.1 in London itself, 22.1 at Bristol and 21.4 at Nottingham. The corresponding rates for the previous week were 10.8, 9.8, 9.0, 12.2 and 14.7 respectively.

The majority of deaths that occurred were of elderly persons. Of 464 deaths attributed to influenza in London during the three weeks ending January 9th, 46.3 per cent. occurred among persons over 65 years of age, and 5.2 per cent. among those of less than 25 years. During the 1933 epidemic 10.6 per cent. of the deaths occurred among persons of less than 25 years; in 1929, 8.8 per cent.; in 1927, 10.1 per cent.

The epidemic increased in severity as January advanced, at the same time spreading from the south to the north of England, Scotland and Ireland (thus reversing the direction of the 1932-33 outbreak). During the week ending January 9th, the number of deaths attributed to influenza in the 122 large towns (England and Wales), reached 768 against 325; during the week ending January 16th, this figure rose to 1,100. The following week (ending January 23rd) saw a further increase to 1,137, but at a smaller rate—only 3 per cent. During this fortnight cases had been steadily decreasing in the south, but the epidemic was advancing in northern towns.

The Weekly Epidemiological Record reproduces the following report from the British Ministry of Health at the close of January: "The epidemic continues to decline in the south of the country and is increasing in certain districts in the north. The age distribution of deaths shows a slight decrease in the proportion of deaths at ages over 65, but the proportion of deaths at ages over 65 continues to be more than 45 per cent. The general conclusion to be drawn is that the recrudescence will be less severe in its total effects than that of 1932-33. Some reserve must, however, still be maintained until the position in the north is clear."

There have been very definite lags in the appearance and development of the outbreak between different parts of Europe and even between different cities of the same country. Thus, while the peak mortality occurred in Berlin in the middle of December, it was reached at the end of December only in Königsberg, and in January in Breslau.

It occurred during the last week of December in Copenhagen, and during the first week of January in Amsterdam. In Poland the death rates were not affected before the end of December.

No serious outbreak occurred in the Scandinavian and Baltic States, nor in Austria and Hungary. The disease was mild in Spain, France and Switzerland, as well as in Yugoslavia and Rumania.

Official reports for February show that the general decline of the influenza epidemic recorded during the first week of that month continued during the following fortnight in Great Britain, Ireland and the Netherlands. Only from Germany was there reported an increase of the general mortality and mortality due to influenza during the first week of February. In Sweden, the number of influenza cases increased between February 1st and 15th without, however, resulting in any appreciable increase in mortality.

It may therefore be definitely said that the epidemic of influenza is on the wane. The present epidemic appeared earlier in the winter than any similar outbreak since 1925. It reached its peak during the middle fortnight of January: the peak of the 1932-33 epidemic was reached in the last week of January: that of 1926-27 and 1930-31 were reached in the last fortnight of February. The epidemic of 1928-29 was at its most serious point in the last week of February and the first week of March.

In gravity, the present epidemic exceeds those of 1930-31 and 1931-32. It has, however, had much less serious consequences than the epidemics of 1928-29 and 1932-33.

#### IV.—POLITICAL QUESTIONS.

##### 1 THE QUESTION OF ALEXANDRETTA AND ANTIOCH.

The Committee of Experts for the study of questions relating to the Statute and Fundamental Law of the Sanjak of Alexandretta met at Geneva on February 25th.

On January 27th, 1937, the Council had laid down principles for the future régime of this district, at the same time deciding to entrust to a committee of specialists the drafting of the Statute and Fundamental Law, on the basis of the above principles, and the definition of the method of their application.\*

This committee, which was to consist of not more than six persons selected for their special qualifications by the President of the Council, was composed as follows: M. Maurice Bourquin (Belgian), Professor at the University of Geneva and at the Graduate School of International Studies; M. Robert de Caix (French), former Secretary-General of the High Commissariat of the French Republic in Syria and Lebanon; Sir James Macdonald Dunnett, K.C.J.E. (British), former member of the Commission on the Reform of the Indian Constitution; Dr. Kolloewyn (Netherlands), Professor at the University of Groningen, former Judge in the Netherlands Indies; H. E. M. Numan Menemencioglu (Turkish), Ambassador, Secretary-General of the Foreign Ministry.

The Council Rapporteur was represented by M. Westman, permanent delegate of Sweden accredited to the League of Nations.

The Committee appointed M. Bourquin as President and decided to make a preliminary

study of the various points contained in the report which the Council approved on January 27th, 1937, and which forms a basis for the Committee's work.

##### 2 WITHDRAWAL OF PARAGUAY FROM THE LEAGUE.

In a telegram despatched on February 23rd and received in Geneva on February 24th, 1935, Paraguay "gave formal notice, as provided in the Covenant, of its decision to withdraw from the League of Nations."

In the acknowledgment which the Secretary-General sent to Asunción on February 25th, 1935, he observed that the Paraguayan Government had given notice of its intention to withdraw from the League in accordance with the provisions of Article 1, paragraph 3, of the Covenant which runs: "Any member of the League may, after two years' notice of its intention to do so, withdraw from the League, provided that all its international obligations and all its obligations under this Covenant shall have been fulfilled at the time of its withdrawal."

In a communication dated February 19th, 1937, the Paraguayan Government informed the Secretary-General that, in accordance with the notification sent from Asunción on February 23rd, 1935, the withdrawal of Paraguay was to be regarded as complete and definite.

The Secretary-General, referring to his telegram of February 25th, 1935, acknowledged the above communication.

\* See Monthly Summary, 1937, Vol. XVII., No. 1, page 2.

## V.—INTELLECTUAL CO-OPERATION AND INTERNATIONAL BUREAUX

## JOINT COMMITTEE OF MAJOR INTERNATIONAL ASSOCIATIONS

The Joint Committee of Major International Associations, which aims at facilitating an interchange of opinion among its members, at encouraging studies in common, and at giving practical suggestions for educating young people in the spirit of peace and in the organisation of peace itself, met at Geneva on February 19th and 20th, under the auspices of the Intellectual Co-operation Organisation.

This Committee comprises about 30 educational, social, religious and charitable associations, namely, Boy Scout International Bureau, Carnegie Endowment for International Peace, Catholic International Union for Social Service, Catholic Union for International Studies, International Alliance of Women for Suffrage and Equal Citizenship, International Bureau of Education, International Confederation of Students, International Conference of Associations of Disabled Soldiers and ex-Service Men, International Council of Women, International Federation of Associations of Secondary Teachers, International Federation of Home and School, International Federation of League of Nations Societies, International Federation of Teachers' Associations, International Federation of University Women, International Student Service, International Union of Women's Catholic Leagues, International University Federation for the Principles of the League of Nations, League of Red Cross Societies, Save the Children International Union, Society of Friends (Quakers), Universal Christian Council for Life and Work, Women's International League for Peace and Freedom, World Alliance for Promoting International Friendship through

the Churches, World's Alliance of Young Men's Christian Associations, World Association for Adult Education, World Association for Girl Guides and Girl Scouts, World Federation of Education Associations, World's Student Christian Federation, World's Young Women's Christian Association.

Among the matters on which information was given and which formed the subject of discussion, must be mentioned the endeavours of the Intellectual Co-operation Organisation to give young persons a knowledge of the League and of its work.

The Committee devoted special attention to the Convention on the Use of Broadcasting in the Cause of Peace, adopted last September. It surveyed the work done by the Advisory Committee on League of Nations teaching, and considered the manner in which it could support the efforts made in each of these fields.

The Committee also dealt with unemployment among young intellectual workers, literature for young people, workers' spare time and their desire for culture, lectures and tours of educationalists, the part played by the Press in the formation of opinion, and the need for an objective outlook in the teaching of history.

As regards unemployment among young graduates, the Committee recommended that the public authorities in each country should establish a permanent body to prepare an annual statement of the possibilities of employment for such persons, and requested all bodies belonging to the Committee of Major Associations to take the necessary steps to that end.

## VI.—ADMINISTRATIVE QUESTIONS.

## DANZIG.

*Appointment of League High Commissioner*

As a result of the vacancy created by the nomination of Mr. Sean Lester to the post of Deputy Secretary-General of the League, Professor Carl Burckhardt (Swiss) has been appointed League High Commissioner in Danzig for three years as from February 18th, 1937.

Professor Burckhardt was born in 1891, was in the Swiss Diplomatic Service from 1918 to 1922. At the time of his present appointment he was Professor of History at the University of Zurich and at the Graduate Institute of International Studies, Geneva, and a member of the International Red Cross Committee, on whose behalf he has carried out various missions in Europe and the Orient.

## VII.—INTERNAL ORGANISATION QUESTIONS.

## 1. APPOINTMENT OF AN UNDER-SECRETARY-GENERAL.

On February 24th M. Vladimir Sokoline (U.S.S.R.) was appointed Under-Secretary-General of the League in succession to M. Rosenberg.\*

M. Sokoline was born in 1896 and studied at the University of Geneva and the Faculty of Law in Moscow. In 1926 he was appointed Deputy Chief of the Protocol Department in the Peoples' Commissariat for Foreign Affairs, in 1931 Secretary of the U.S.S.R. Embassy in Paris, in 1935 Counsellor of Legation

in Bucarest, and at the time of his present appointment was Counsellor of Embassy in Paris.

## 2. APPOINTMENT OF A DIRECTOR.

The Secretary-General has appointed as Director of the Communications and Transit Section M. P. H. Watier (French), Councillor of State and Inspector General of Roads and Bridges.

M. Watier, who is filling the post left vacant by the death of M. Robert Haas,† took up his duties on February 15th.

## VIII.—LEGAL AND CONSTITUTIONAL QUESTIONS.

## INTERNATIONAL ENGAGEMENTS

*Registration of Treaties*

The treaties and international engagements registered by the Secretariat of the League during February include:

A Universal Postal Convention between the Union of South Africa, Albania, Germany, United States of America, etc., and a series of arrangements between the same countries concerning insured letters and boxes, parcel post, money orders, transfers to and from postal cheque accounts, collection of bills, drafts, etc., and subscriptions to newspapers and periodicals (Cairo, March 20th, 1934), presented by Egypt.

A Convention between Latvia and Sweden regarding postal relations between the two countries (Riga, December 30th, 1936), presented by Sweden.

An international Convention between Germany, Belgium, Brazil, Chile, Denmark, etc., relating to the unification of rules for the immunity of State-owned vessels (Brussels, April 10th, 1926), with additional Protocol (Brussels, May 24th, 1934), presented by Belgium.

A Treaty of Friendship between Bulgaria and Yugoslavia (Belgrade, January 24th, 1917), presented by Yugoslavia.

A Convention between Great Britain and Northern Ireland and Iraq regarding legal proceedings in civil and commercial matters (Baghdad, July 25th, 1935), presented by Iraq.

Agreements between Germany and Denmark regarding the reciprocal exchange of goods between the two countries (Copenhagen, January 30th and December 23rd, 1936), presented by Denmark.

A Convention of Commerce and Navigation between Norway and Uruguay (Montevideo, April 4th, 1936), presented by Norway.

An Exchange of Notes between Brazil and Norway constituting a Provisional Commercial Agreement (Rio de Janeiro, July 27th, 1936), presented by Norway.

An Agreement between Great Britain and Northern Ireland and Uruguay regarding trade and payments (London, June 26th, 1935), presented by the United Kingdom.

An Exchange of Notes between Great Britain and Northern Ireland and Egypt, constituting an agreement to facilitate commercial relations between Egypt and Palestine (Cairo, August 18th, 1936), presented by the United Kingdom.

An Agreement between Great Britain and Northern Ireland and Greece for the reciprocal exemption from income tax of certain profits or gains arising from an agency (Athens, September 17th, 1936), presented by the United Kingdom.

An Exchange of Notes between Estonia and Sweden constituting an arrangement regarding the régime applicable to the importation of Estonian meat into Sweden (Stockholm, February 8th, 1937), presented by Sweden.

An Agreement between the United States of America and Brazil concerning a military mission of the United States of America to Brazil (Rio de Janeiro, November 12th, 1936), presented by the United States.

\* See Monthly Summary, Vol. XVI, No. 8, page 241.

† See Monthly Summary, Vol. XV, No. 11, page 312.

## IX.—PUBLICATIONS AND LIBRARY QUESTIONS.

- I. ANNOTATED BIBLIOGRAPHY OF THE PRINCIPAL WORKS ON THE LEAGUE OF NATIONS CATALOGUED IN THE LIBRARY OF THE LEAGUE OF NATIONS FROM NOVEMBER 1936 TO JANUARY 1937.

BRAILSFORD, H. N.

Towards a new League. London, New Statesman and Nation, 1936, 64 pp

Brief description of sixteen years' history of the League, with special reference to security and the Italo-Ethiopian problem

DAVIES, LORD.

Nearing the Abyss; the Lesson of Ethiopia. London, Constable, 1936, 182 pp.

Criticism of the League and of the European attitude towards the Italo-Ethiopian conflict—its consequences.

GIEB, EKKHARD.

Das Verhältnis der Völkerbundsversammlung zum Kellogg-Pakt. Kiel, 1934, 79 pp.

Study of the right to wage war, as envisaged in the Pact of Paris and by the League.

KAESTLIN, H.

Die Anpassung des staatlichen Rechts an den Völkerbundspakt; den Kellogg-Pakt und den Vertrag von Versailles, Teil XIII. Zürich, Bösing, 1936, 103 pp.

The author considers the relations between international law and municipal law, on the basis of the obligations entered into by the States signatories of the Covenant, the Pact of Paris and Part XIII. of the Treaty of Versailles.

THE LEAGUE IDEA

Dublin, League of Nations Society of the Irish Free State, 1936, 77 pp.

Short studies of the principal peace movements centring in the League—list of League of Nations Societies.

MACAULAY, N.

Mandates; Reasons, Results, Remedies. London, Methuen, 1937, 213 pp.

Study of the German colonial claims—description of the former German colonies before and during the application of the Mandates system by the League.

MONARCA, A.

L'Appartenenza della sovranità sui territori sotto mandato. Pisa, Giardini, 1936, 57 pp.

Study of the question of mandates and the sovereignty of the States Members of the League.

PRÉVOST, M. H.

Les commissions de l'Assemblée de la Société des Nations. Paris, Pedone, 1936, 278 pp.

Commentary on the rules of procedure and their application as developed by the Assembly

REVEST, M.

La protection de l'enfance devant la Société des Nations. Paris, Pedone, 1936, 162 pp.

Studies of the results of the enquiries initiated by the Child Welfare Committee and the action undertaken by the League in this sphere.

SHOTWELL, J. T.

On the Rim of the Abyss. New York, Macmillan, 1936, 200 pp.

Also French edition

The author describes post-war international relations, and studies in the chapters "Neutrality and Nationalism," "The New Order and the Old," "Trial and Error," the part played by the League in the evolution of the post-war era. A special chapter deals with the evolution of the Covenant and the League's relations with the United States of America.

## 2. TRADE, PRODUCTION AND STOCKS IN 1936.

The February number of the MONTHLY BULLETIN OF STATISTICS OF THE LEAGUE OF NATIONS summarises, in its special part, the annual movement of world trade, world production of iron and steel, zinc, coal, and petroleum and world stocks of primary commodities during the period 1929-1936.

In 1936, the expansion in the *gold value of world trade*, which had started slowly in 1935, continued after five years of rapid contraction. The gold value was 8.4% higher in 1936 than in the preceding year; but it still amounted to only 37.7% of its 1929 value.

As the *gold prices* of commodities entering into international trade were estimated to be about 5% higher in 1936 than a year previously, the *quantum of world trade* was about 4% higher than in 1935. In 1932 the quantum of trade was about 74%, in 1936 just over 85% of its 1929 level.

In December, 1936, the gold value of world trade rose steeply and was about 12% higher than in December, 1935.

The trade movements of individual countries disclose important differences and some divergent tendencies.

The gold value of both imports and exports increased in 24 out of the 35 most important trading countries. In 6 of these (India, Netherlands Indies, Ceylon, China, the Argentine, and Rumania) exports increased, while imports decreased; in two (France and the U.S.S.R.) imports increased, while exports fell. In only three countries (Algeria, Egypt, and Switzerland) did both imports and exports fall.

In 1936, the gold value of imports increased most in the U.S.S.R. (28%), New Zealand (24%), Finland (about 20%), Chile and the U.S.A. (19%), Poland, Belgium-Luxemburg, Union of South Africa, and Canada (about 16%). In Australia, Denmark, the United Kingdom, Norway, Japan, Sweden, Czechoslovakia, Yugoslavia, and France, the percentage increase lay between 14% and 10%.

The gold value of exports increased most in New Zealand (by nearly 25%), Canada (23%), Bulgaria (20%). In Chile, Finland, Sweden, Brazil, British India, and Belgium-Luxemburg the increase was between 18% and 16%.

World production of pig-iron, steel, zinc, coal, lignite, and petroleum was, according to the provisional figures now available, substantially higher in 1936 than in 1935. The increases were, for pig-iron and steel about 25%, for zinc about 11%, for coal about 9%, for lignite and for petroleum about 8%.

World production of petroleum was about 18%, of steel about 4%, and of zinc about 1.5% higher than in 1929.

Steel production in 1936 increased most in the U.S.A. (37.6%), the U.S.S.R. and Czecho-

slovakia (30%). Canada and the United Kingdom show an increase of 19%, Germany 16.5%, Japan 12%, Luxemburg 8%, France 7%, and Belgium 5%. As compared with the year 1929, production more than trebled in the U.S.S.R., and more than doubled in Japan. In the United Kingdom it was 21%, and in Germany 5% higher than in 1929, while in the other main producing countries it ranged between 70% and 83% of the 1929 level.

Zinc production increased most last year in the U.S.A. (24.6%) and in Germany and Belgium (about 9%). The output dropped slightly in Poland.

The general index of *world stocks of primary commodities* fell at first slowly between the middle of 1932 and the middle of 1934, and subsequently at an accelerated rate, standing, by the end of 1936, only 5% higher than in the middle of 1929.

At the end of 1936, compared with 1935, stocks of coal were lower by 32%, those of petroleum by 4%, of copper by 41%, of zinc by 31%, and of lead by 22%. Wheat stocks had dropped by 31%, sugar by 15%, and tea by about 13%. Stocks of rubber decreased by 26% and of silk by 28%. On the other hand, stocks of cotton and tin were somewhat higher in December, 1936, than in December, 1935.

The *indices of industrial production*, so far as they are available for December, 1936, show a notable upward movement in the U.S.A., where the December index passed the 1929 average for the first time, and also in the Netherlands, Poland, and Czechoslovakia.

## X.—FORTHCOMING LEAGUE MEETINGS.

April 5th.—International Conference on Sugar, London.

April 12th.—Permanent Central Opium Board, Geneva.

April 15th.—Advisory Committee on Social Committee, Geneva.

April 15th.—Committee of Statistical Experts, Geneva.

April 20th.—Committee for the International Repression of Terrorism, Geneva.

April 26th.—Financial Committee, Geneva.

May 3rd.—Committee for the Study of International Loan Contracts, Geneva.

May 6th.—Bureau of the Conference for the Reduction and Limitation of Armaments, Geneva.

May 6th.—Supervisory Commission, Geneva.

May 17th.—Sub-Committee on Drug Seizures, Geneva.

May 24th.—97th Session of the Council, Geneva.

May 24th.—Advisory Committee on the Traffic in Opium, Geneva.

May 31st.—Extraordinary Session of the Permanent Mandates Commission, Geneva.

June 17th.—Permanent Mandates Commission (Ordinary Session), Geneva.

# PERMANENT COURT OF INTERNATIONAL JUSTICE

## 1. THE WATERS OF THE MEUSE (NETHERLANDS-BELGIUM).\*

The Belgian Government duly filed its Counter-Memorial within the time-limit fixed for the purpose, which expired on February 1st, 1937.

## 2. LIGHTHOUSES IN CRETE AND SAMOS (FRANCE-GREECE) \*

The President of the Court made an Order on January 13th, 1937, fixing as follows the time-limits for the written proceedings in this case:

For the Memorials: March 17th, 1937;

For the Counter-Memorials: June 17th, 1937.

The Greek Government has appointed as its assistant Agent before the Court M. Drossos, the Greek Chargé d'Affaires at The Hague

## 3 THE COURT'S REVISED STATUTE.

The Chargé d'Affaires of Brazil at Berne deposited with the Secretariat on January 26th, 1937, an instrument by which His Excellency the President of the Republic of the United

States of Brazil ratifies the Protocol concerning the revision of the Statute of the Permanent Court of International Justice (Geneva; September 14th, 1929).

## 4. THE OPTIONAL CLAUSE OF ARTICLE 36 OF THE COURT'S STATUTE

The Chargé d'Affaires of the United States of Brazil at Berne signed on January 26th, 1937, a declaration renewing the acceptance by the Government of the Republic of the United States of Brazil of the Optional Clause provided in the Protocol of Signature of the Statute of the Permanent Court of International Justice (Geneva, December 16th, 1920).

The Declaration is worded as follows:

### TRANSLATION.

"On behalf of the Government of the Republic of the United States of Brazil, I hereby renew, in virtue of the authorisation of the National Legislature, the acceptance of the compulsory jurisdiction of the Permanent Court of International Justice, for a period of ten years, on condition of reciprocity, with the exception of questions which, by international law, fall exclusively within the jurisdiction of the Brazilian Courts of Law, or which belong to the constitutional régime of each State."

## ERRATA.

In the January issue of the MONTHLY SUMMARY an error and an omission occurred:

On page 18, in the article entitled "(c) *Constitution of the Health Committee*," the last three paragraphs, beginning with the words: "Finally the Rapporteur drew the Council's attention" should be deleted.

\* See Monthly Summary, Vol XVI., No 11, page 356.

On page 20, in the article entitled "*Composition of the Advisory Committee on Social Questions*," the following should be added to the list of international organisations invited to become corresponding members of the Advisory Committee on Social Questions:

International Catholic Association of Girls' Friendly Societies, Friburg.

International Bureau for the Suppression of Traffic in Women and Children, London.

## ANNEX I.

ORGANISATIONS AND COMMISSIONS OF THE LEAGUE OF NATIONS.<sup>1</sup>

## A.—THE ASSEMBLY.

Constituted under the Covenant of the League of Nations (Articles 2 and 3), consists of not more than three representatives of each State Member.

## B.—THE COUNCIL.

Constituted under the Covenant of the League of Nations (Articles 2 and 4); consists of the representatives of the United Kingdom, France, Italy, and the Union of Soviet Socialist Republics, who are permanent Members, and those of eleven other States elected by the Assembly.<sup>2</sup>

*Membership in 1936/37.*

Bolivia	New Zealand
United Kingdom	Poland
Chile	Roumania
China	Spain
Ecuador	Sweden
France	Turkey
Italy	Union of Soviet Socialist Republics
Latvia	

## C.—THE SECRETARIAT.

Constituted under the Covenant of the League of Nations (Articles 2 and 6); consists of "a Secretary-General and such secretaries and staff as may be required".

## LIST OF MEMBERS OF COMMITTEES.

## I.—PERMANENT COMMISSIONS SET UP UNDER THE COVENANT.

## I. PERMANENT MANDATES COMMISSION.

M. P. J. MANCERON (French).	(Italian).	COUNT DE PENHA GARCIA (Portuguese).
M. Pierre OTIS (Belgian).		M. WILHAM RAPPARD (Extraordinary member)
M. L. PALACIOS (Spanish)		(Swiss).
		M. N. SAKENOBÉ (Japanese)
		Mr. C. W. H. WEAVER, Expert to the Commission
		appointed by the International Labour Organisation.

## 2. PERMANENT ADVISORY COMMISSION FOR MILITARY, NAVAL AND AIR QUESTIONS.

Constituted under Article 9 of the Covenant. Consists of the military, naval and air representatives of the Members of the Council

## II.—COMMISSIONS OR BODIES NOMINATED ENTIRELY OR IN PART BY THE ASSEMBLY.

## I. SUPERVISORY COMMISSION.

Set up in accordance with Article 1 of the Regulations for the Financial Administration of the League, adopted by the Third Assembly. The members are appointed in an individual capacity.

M. ŠTEFAN OSUSKÝ (Chairman) (Czechoslovak).	M. C. PARRA-PÉREZ (Venezuelan).
M. C. J. HAMBRO (Norwegian).	M. J. RÉVEILLAUD (French).
LORD MESTON of AGRA (India).	M. BORIS STEIN (U.S.S.R.).

*Substitute members:*

M. J. MODZELEWSKI (Polish).	M. G. de OTTLIK (Hungarian).
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<sup>1</sup> For the Commissions and Committees of the International Labour Organisation, see the publications of the International Labour Office.

<sup>2</sup> See *Monthly Summary*, Vol. VI, No. 9, page 232, rules for the election of the non-permanent Members of the Council, Vol. XIII, No. 10, page 213, and Vol. XVI, No. 10, page 286.

## 2. ADMINISTRATIVE BOARD OF THE STAFF PENSIONS FUND.

*Members :*

M. W. RAPPARD (*Chairman*) (Swiss).  
 Mr. F. T. CREMINS (Irish Free State).  
 M. Harold CRAMER (Swedish).  
 M. STENCEK, representing the Secretary-General of the League.

Office.  
 al Justice

M. J. de BORDES.  
 M. G. MATHIEU.  
 Mr. J. W. NIXON (B.I.T.).

} Representing the members of the Fund.

*Substitute members :*

M. J. de MODZELEWSKI (Polish).  
 M. C. PARRA-PEREZ (Venezuela).  
 M. G. MEQUET.  
 Mr. R. J. P. MORTISHED.  
 M. J. LHOEST.

} Rep resenting the members of the Fund.

## 3. PRESIDENT OF GOVERNING BODY OF THE NANSSEN INTERNATIONAL OFFICE FOR REFUGEES.

Michael HANSSON (Norwegian).

## 4. SPECIAL COMMITTEE ON CONTRIBUTIONS.

M. Stefan OSUSKY (Czechoslovak).  
 Sir F. PHILLIPS (British)

## 5. COMMISSION OF ENQUIRY FOR EUROPEAN UNION.

The representatives of the following countries :

Albania .	Hungary.	Spain
Austria.	Irish Free State	Sweden.
Belgium.	Italy.	Switzerland.
United Kingdom.	Latvia	Turkey.
Bulgaria.	Lithuania	Union of Soviet Socialist
Czechoslovakia.	Luxemburg.	Republics.
Denmark.	Netherlands.	Yugoslavia.
Estonia.	Norway.	
Finland.	Poland.	Free City of Danzig.
France.	Portugal	Iceland.
Greece.	Roumania.	

## 6. ADVISORY COMMITTEE SET UP BY THE SPECIAL ASSEMBLY CONVENED IN VIRTUE OF ARTICLE 15 OF THE COVENANT AT THE REQUEST OF THE CHINESE GOVERNMENT.

The representatives of the following countries :

Belgium.	France.	Roumania
Bolivia.	Hungary.	Spain
United Kingdom.	Italy.	Sweden
Canada.	Latvia.	Switzerland.
Chile.	Netherlands.	Turkey.
Colombia.	New Zealand.	Union of Soviet Socialist
Czechoslovakia.	Poland.	Republics.
Ecuador.	Portugal.	United States of America.

## 7. ADVISORY COMMITTEE SET UP BY THE ASSEMBLY TO FOLLOW THE DISPUTE BETWEEN BOLIVIA AND PARAGUAY.

The representatives of the following countries :

Argentina.	Denmark.	Portugal.
Australia.	Ecuador.	Spain.
United Kingdom.	France	Sweden.
Chile.	Irish Free State.	Turkey
China.	Italy.	Union of Soviet Socialist
Colombia	Mexico.	Republics.
Cuba	Peru	Uruguay.
Czechoslovakia.	Poland.	Venezuela.

## 8. COMMITTEE APPOINTED TO CONSIDER AMENDMENTS TO ARTICLE I OF THE FINANCIAL REGULATIONS.

M. Harri HOLMA (Finnish).  
 Mr. W. S. MORRISON (British).  
 M. W. RAPPARD (Swiss).

## 9. COMMITTEE TO STUDY THE APPLICATION OF THE PRINCIPLES OF THE COVENANT.

Argentina	Czechoslovakia	Portugal.
Austria	France	Roumania.
Belgium	Greece.	Spain.
Bolivia	Iran	Sweden
United Kingdom	Italy.	Switzerland.
Bulgaria.	Latvia	Turkey.
Canada.	Mexico.	Uruguay.
Chile.	Netherlands.	Union of Soviet Socialist Republics
China.	New Zealand	
Colombia.	Poland	

## III.—COUNCIL COMMITTEES.

## 1. COUNCIL COMMITTEE FOR TECHNICAL COLLABORATION BETWEEN THE LEAGUE OF NATIONS AND CHINA.

The representatives of the following countries .

<i>Chairman</i> : (The President of the Council)	China.	Roumania
United Kingdom	France	Spain.
	Italy	Sweden.

*Observer* :

A representative of the United States of America.

## 2. COMMITTEE FOR THE SETTLEMENT OF THE ASSYRIANS OF IRAQ.

The representatives of the following countries :

Spain ( <i>Chairman</i> ).	Ecuador.	Italy.
United Kingdom.	France	Latvia.

## 3. COUNCIL COMMITTEE APPOINTED FOR THE PURPOSE OF FOLLOWING THE SITUATION IN DANZIG.

The representatives of the following countries :

United Kingdom ( <i>Chairman and Rapporteur</i> )
France
Sweden

## IV.—COMMISSIONS CONSISTING ENTIRELY OR IN PART OF MEMBERS APPOINTED IN THEIR INDIVIDUAL CAPACITY BY THE COUNCIL.

## SECTION I—COMMISSIONS OF AN ADVISORY CHARACTER AND ORGANISATIONS ATTACHED THERETO.

## 1. HEALTH COMMITTEE.

The Health Committee consists of twelve members, including the President of the Permanent Commission of the Council of Hygiene, Vice-Chairman *ex officio*, and eleven other members appointed by the Council of the League of Nations. These members necessarily include the heads of the principal national health administrations.

Dr Th MADSEN ( <i>Chairman</i> ) (Danish)	Professor A. DURIQ (Austrian).
Dr N M J. JIRTA, President of the <i>Office international d'Hygiène publique</i> , Vice-Chairman <i>ex officio</i> .	Professor HUSAMETTIN KURAL (Turkish).
Professor G. BASTIANELLI (Italian).	Dr. M T. MORGAN (British)
Professor W. BRONNER, (U S S R.)	Professor Jacques PARISOT (French)
Dr. H S. CUMMING (American).	Professor A. SORDELLI (Argentinian).
	Dr G. SZULC (Polish).
	(One seat vacant.)

*Governing Body of the International Centre for Research on Leprosy.*

The Governing Body consists :

- (a) Of the members of the Health Committee, acting in their personal capacity  
(b) Of the Chairman of the Committee of Management :

M. G. GUINLE (Brazilian).

## TECHNICAL COMMISSIONS OF THE HEALTH COMMITTEE.

## 1. Permanent Commission on Biological Standardisation

Dr. Th MADSEN ( <i>Chairman</i> ) (Danish).	Professor MAGGIORA (Italian).
Professor U G BJLSMA (Netherlands).	Professor L. MARTIN (French).
Colonel R N. CHOPRA (British).	Dr G. W. MCCOY (American).
Sir Henry H. DALE (British).	Professor E. PICK (Austrian).
Professor J. G. FITZGERALD (Canadian).	Dr. A. SORDELLI (Argentinian).
Professor L. HIRSFELD (Polish).	Dr. M. TIFFENEAU (French)
Professor C. IONESCO-MIHAESTI (Roumanian)	Dr C. VOBGTLIN (American).
Professor K S. LIM (Chinese)	

## 2. Malaria Commission.

Professor BASTIANELLI ( <i>Chairman</i> ) (Italian)	Dr. L. W. HACKETT (American).
Professor Ed. SERGENT ( <i>Vice-Chairman</i> ) (French)	Colonel J A. SINTON (British)
Professor M. CUCA (Roumanian).	

*Rapporteurs :*

Professor G. PITTALUGA (Spanish).  
 Professor J. RODHAIN (Belgian)

Professor P. SERGUIEFF (U.S.S.R.)  
 Professor W. SCHUFFNER (Netherlands).

3. *Technical Commission on Nutrition.*

Professor E. MELLANBY (*Chairman*) (British).  
 Professor E. BOTAZZI (Italian).  
 Professor E. P. CATHGART (British).  
 Professor A. DURIG (Austrian).  
 Professor L. S. FRIDERICIA (Danish).  
 Professor A. HÖJER (Swedish).  
 Professor L. LAPICQUE (French).

Professor A. MAYER (French)  
 Professor E. V. McCULLUM (American)  
 Sir G. Boyd ORR (British).  
 Professor B. SBARSKY (U.S.S.R.).  
 Professor C. SCHIÖTZ (Norwegian)  
 Dr. W. SERBELL (American).  
 Dr. Mary SWARTZ ROSE (American)

4. *Committee on Housing.*

Professor J. PARISOT (*Chairman*) (French)  
 Dr. J. A. HÖJER (Swedish).  
 Professor W. W. JAMESON (British)  
 M. H. VAN DER KAA (Netherlands).

Dr. B. NOWAKOWSKI (Polish).  
 Professor H. PELC (Czechoslovak).  
 Professor C. E. A. WINSLOW (American)

5. *Experts to study the unification of Methods of determining the morphine content of Raw Opium*

Professor L. VAN ITALLIE (*Chairman*) (Netherlands).  
 Professor J. ASAHINA (Japanese)  
 Professor H. BAGGESGAARD-RASMUSSEN (Danish).  
 Professor R. EDER (Swiss).  
 A member from the United States to be nominated.

Professor A. GORIS (French).  
 Professor A. W. K. DE JONG (Netherlands).  
 Professor E. KNAFFL-LENZ (Austrian).  
 Professor J. H. NICHOLLS (British).

## 2. FINANCIAL COMMITTEE.

M. DAYRAS (*Chairman*) (French).  
 Dr. C. V. BRAMNÆS (Danish).  
 Mr. Norman H. DAVIS (American).  
*Substitute*  
 Mr. Winfield William RIEFLER (American).  
 M. A. JANSSEN (Belgian).  
 M. C. E. TER MEULEN (Netherlands).  
 Dr. Feliks MLYNARSKI (Polish).

Sir Otto NIEMEYER (British).  
 Dr. V. POSPIŠIL (Czechoslovak).  
 M. Shozo SUMASUYE (Japanese).  
 Sir Henry STRAKOSCH (South African).  
 M. Alexandre SVANIDZE (U.S.S.R.).  
 M. C. TUMEDI (Italian).  
 M. Carlos A. TORNUST (Argentinian).  
 M. H. BLAU (delegate of the Fiscal Committee) (Swiss).

## 3. ORGANS APPOINTED BY THE COUNCIL IN CONNECTION WITH LOANS ISSUED UNDER THE AUSPICES OF THE LEAGUE OF NATIONS.

(a) *Financial Reconstruction of Austria.*

*Trustees for the Loan issued in accordance with the Protocol of October 4th, 1922 :*

M. A. JANSSEN (Belgian). Mr. Nelson D. JAY (American).  
 M. Marcus WALLENBERG (Swedish).

*Trustees for the Loan issued in accordance with the Protocol of July 15th, 1932, and for the Conversion Loan, 1934-1939 :*

M. Jacques BIZOT (French). M. Amadeo GAMBINO (Italian).  
 Viscount GOSCHEN (British).

(b) *Financial Reconstruction of Hungary.*

*Representative of the Financial Committee at Budapest :*

Mr. Royall TYLER (American).

*Trustees of the Loan issued in accordance with the Protocol of March 14th, 1924 :*

M. Giuseppe BIANCHINI (Italian). M. C. E. TER MEULEN (Netherlands).  
 Sir Henry STRAKOSCH (South African).

(c) *Bulgaria.*

*Commissioner of the League of Nations at Sofia .*

M. Pierre CHEYSSON (French).

*Adviser to the National Bank of Bulgaria :*

Dr. N. KÖSTNER (Estonian).

*Trustees for the Loan for the Establishment of Refugees issued in accordance with the Protocol of September 8th, 1926 :*

M. Giuseppe BIANCHINI (Italian). Mr. Lewis P. SHELDON (American).  
 Sir Herbert LAWRENCE (British). M. Marcus WALLENBERG (Swedish)

*Trustees for the Stabilisation Loan issued in accordance with the Protocol of March 8th, 1928 :*

Count de CHALENDAR (French). Sir Otto NIEMEYER (British).  
 Mr. Lewis P. SHELDON (American).

## (d) Danzig.

M. C. E. TER MEULEN (Netherlands), *Trustee for* :

- (i) *Municipal Loan*, 1925
- (ii) *Free City Loan*, 1927.

## (e) Estonia.

*Trustee for the Loan issued in accordance with the Protocol of December 10th, 1926 :*

M. Albert JANSSEN (Belgian).

## 4. COMMITTEE OF STATISTICAL EXPERTS.

Sir Alfred FLUX (*Chairman*) (British).

Dr. C. BRUSCHWEILER (Swiss).

Mr. R. H. COATS (Canadian).

M. Einar COHN (Danish).

Mr. D. DURAND (American).

M. C. GINI (Italian).

M. M. HUBER (French).

M. V. DORE, *Institut international d'Agriculture* (Italian).

M. J. W. NIXON, *bureau international du Travail* (Britannique).

*Membres associés (nommés par le Comité d'experts statisticiens) :*

M. ACKERMANN (Suisse).

M. O. ANDERSON (Bulgare).

M. CLAY (Britannique).

M. DENUC (Français).

M. GAYON (Français).

Dr. E. GIESINGER (Autrichien).

M. G. JARN (Norvégien).

Dr. OSCAR MORGENSTERN (Autricien).

M. E. SZTUM DE SZTREM (Polish).

A representative of the International Labour Office

A representative of the International Institute of Agriculture.

*Corresponding members (appointed by the committee of Statistical Experts) :*

M. C. COLOMB (Français).

M. A. COLOMBO (Italien).

M. R. E. MARSH (Américain).

M. SAIBANTE (Américain).

## 5. FISCAL COMMITTEE.

Dr. J. R. H. SINNINGHE-DAMSTE (*Chairman*) (Netherlands).

M. Hans BLAV (Swiss).

Dr. Gino BOLAFFI (Italian).

M. Marcel BORDUGÉ (French).

Mr. Mitchell B. CARROLL (American).

*Corresponding members*

Mr. A. F. CORBETT (S. African).

M. Rrok GERA (Albanian).

Dr. Ernesto MALACORTO (Argentinian).

Sir Harry SHEEHAN (Australian).

Dr. Rudolf EGGER (Austrian).

M. Hector ORMAECHEA ZALLES (Bolivian).

M. Paulo de LUYA TAVARES (Brazilian).

M. Stoyan ANDREEFF (Bulgarian).

Mr. C. Fraser ELLIOTT (Canadian).

M. Julio PISTELLI (Chilian).

M. Eduardo VALLEJO (Colombian).

Dr. Rafael Rodríguez ALTUNAGA (Cuban).

Dr. Milos CIKRT (Czechoslovakian).

Dr. F. LADEMANN (Danziger).

M. E. Von der HUDE (Danish).

M. Horacio A. FEBLES (Dominican Republic).

M. Carlos F. JIMENEZ CORREA (Peruvian).

Dr. Carl W. U. de KUYLENSTIERNA (Swedish).

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M. Kaarlo Johannes BRUMMER (Finnish).

Dr. Alexandro KNEPPO (Hungarian).

M. Helgi BRIEM (Icelandic).

Khan Babadur J. B. VACHHA (Indian).

M. Mahmoud BADER (Iranian).

Mr. W. D. CAREY (Irish).

M. Tarsuo YAMADA (Japanese).

M. Juris SMITS (Latvian).

Dr. J. B. SAX (Luxemburger).

M. Manuel GOMEZ MORIN (Mexican).

Mr. C. E. J. DOWLAND (New Zealander).

M. W. KENT (Norwegian).

M. Eduardo DE ALBA (Panamanian).

M. W. ADAMKIEWICZ (Polish).

Dr. Georges CARANFIL (Roumanian).

M. Cemal ERCIN (Turkish).

M. Octavio MORATO (Uruguayan).

M. Henrique PEREZ DUPUY (Venezuelan).

Dr. Dusan LATITZA (Yugoslav).

## 6. INTERNATIONAL LOAN CONTRACTS COMMITTEE.

*Experts :*

M. L. BARANSKI (Polish).

M. J. BASDEVANT (French).

Mr. Reuben CLARK (American).

M. A. FACHIRI (British).

M. GOLAY (Swiss).

M. A. JANSSEN (Belgian).

M. C. E. ter MEULEN (Netherlands).

M. O. MOREAU-NERET (French).

Sir Otto NIEMEYER (British).

Dr. V. POSPISIL (Czechoslovak).

M. C. TUMEDI (Italian).

## 7. ECONOMIC COMMITTEE.

M. O. MORATO (Uruguayan).

M. A. DI NOLA (Italian).

M. Boris ROSENBLUM (U.S.S.R.).

M. R. RYTI (Finnish).

Dr. Richard SCHULLER (Austrian).

M. Y. SHUDO (Japanese).

Dr. W. STUCKI (Swiss).

M. H. M. HIRSCHFELD (Netherlands).

M. F. van LANGENHOVE (Belgian).

Sir F. W. LEITH-ROSS (British).

Mr. F. L. McDOUGALL (Australian).

*Corresponding Members :*

M. J. A. BARBOZA-CARNEIRO (Brazilian)  
M. C. B. BRAMSAES (Danish).  
M. Carlos BREBBIA (Argentine)  
Mr. R. M. CAMPBELL (New Zealand)  
M. Manuel ECANA (Venezuelan).  
Professor A. FLORES DE LENUS (Spanish).  
Dr. Hsu-Sze-LIUB (Chinese).  
M. G. JAHN (Norwegian).  
M. Andreis KAMPE (Latvian).

Dr. M. H. de Kock (South African).  
Mr. John LEYDON (Irish Free State).  
M. L. V. LUNDVIK (Swedish).  
M. Rudolf MICKWITZ (Estonian).  
Ramaswami MUDALIAR (India).  
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.. ..  
M. VEVERKA (Czechoslovak).

### 8. COMMITTEE OF ENQUIRY INTO RAW MATERIALS.

*Members of the Economic Committee :*

Sir F. W. LEITH-ROSS (British).  
M. Y. SHUDO (Japanese).  
M. W. STÜCKI (Swiss).

M. B. ROSENBLUM (U.S.S.R.).  
Mr. H. F. GRADY (American).

*Members of the Financial Committee :*

Sir H. STRAKOSCH (South African).

Dr. V. POSPIŠIL (Czechoslovak).

*Other experts :*

M. Max LÉO-GÉRARD (Belgian).  
Dr. Joao Carlos MUNIZ (Brazilian).  
Prof. Ch. RIST (French).  
M. Gonzalo ROBLES (Mexican).

Prof. J. van GELDEREN (Netherlands).  
M. ROSE (Polish).  
Lt.-Col THOMAS FERNANDEZ (Portuguese).  
M. Ivar HÖGBOM (Swedish).

#### 9. MIXED COMMITTEE ON THE PROBLEM OF NUTRITION.

Lord ASTOR (*Chairman*) (British)

**Health :**

Professor E MELLANBY (British).  
Deputy: Sir John Boyd ORR (British).

Professor E. V. McCOLLUM (American).  
Deputy : Dr Mary SWARTZ ROSE (American).

**International Labour Organisation :**

Dr. C. V. BRAMSNAES (Danish)

Miss Faith WILLIAMS (American).

*International Institute of Agriculture :*

M. G. ACERBO (Italian).

M. J. L. van RIJN (Netherlands).

*Agricultural, economic, financial and administrative experts :*

Prof. Thure BJÖRCKMANN (Swedish)  
M. CANTOS (Spanish).  
M. DUPRIEZ (Belgian)  
M. FEIERABEND (Czechoslovak).  
M. Casimir FUDAKOWSKI (Polish).  
Mr. F. L. McDougall (Australian)

M. E. MARKOVITCH (Yugoslav).  
M. DE MICHELIS (Italian).  
Mr. E. G. NOURSE (American).  
M. C. A. PARDO (Argentinian).  
Dr. QUEUILLE (French).  
M. STEVENS (Netherlands).

*Representative of the Advisory Committee on Social Questions :*

M. Enrique J. GAJARDO (Chilian).

*Representative of the International Committee for Inter-co-operative Relations :*

Dr. Bernard JAEGGI (Swiss).

#### 10. INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION.

Constituted in accordance with a resolution of the Assembly in 1921.

Professor Gilbert MURRAY (*Chairman*) (British).  
M. M. ANESAKI (Japanese).  
M. C. BIALOBRZESKI (Polish).  
M. José CASTILLEJO (Spanish).  
M. Julio DANTAS (Portuguese).  
Count DEGENFELD-SCHONBURG (Austrian).  
Senator Balbino GIULIANO (Italian).  
M F GARCIA-CALDERÓN (Peruvian).  
M. Edouard HERRIOT (French).  
M. J. HUIZINGA (Netherlands).

Professor N. E. NÖRLUND (Danish).  
M. V. OBOLENSKY-OSSINSKY (U S S R )  
Sir Sarvapalli RADHAKRISHNAN (India).  
M. G. DE REYNOLD (Swiss).

*Representing the International Labour Office :*

M. F. MAURETTE, Assistant Director.

*Representing the International Institute of Intellectual Co-operation :*

M. H. BONNET, Director.

## II. INTERNATIONAL INSTITUTE OF INTELLECTUAL CO-OPERATION, PARIS.

(a) *Governing Body.*

By agreement between the French Government and the Council of the League, the members of the Committee on Intellectual Co-operation also sit as the Governing Body of the International Institute

(b) *Directors' Committee.*

Appointed by the Governing Body of the Institute with the approval of the Council of the League. Same Members as the Executive Committee, under the chairmanship of the Chairman of the Governing Body; the two members of the Executive Committee who are not members of the Committee on Intellectual Co-operation sit in an advisory capacity on the Directors' Committee.

## COMMITTEES ELECTED BY THE INTERNATIONAL COMMITTEE ON INTELLECTUAL CO-OPERATION.

(a) *Executive Committee of the Committee on Intellectual Co-operation.*

The Executive Committee is delegated by the Committee on Intellectual Co-operation to carry on the work of intellectual co-operation between the Committee's sessions. It consists of the Chairmen of the Committee on Intellectual Co-operation and of the Governing Body of the International Institute of Intellectual Co-operation, of five members of the Committee on Intellectual Co-operation and three other persons elected by the Committee on Intellectual Co-operation from outside its own membership.

Professor Gilbert MURRAY (British)

M. Edouard HERRIOT (French).

M. CASTILLEJO (Spanish).

M. DE REYNOLD (Swiss).

(One seat vacant.)

Sir Frank HEATH (British).

M. Julien CAIN (French).

Mr. Malcolm DAVIS (American)

*Members of the Committee on Intellectual Co-operation*

(b) *Permanent Committee on Arts and Letters.*

Constituted under a resolution of the Eleventh Assembly

M. Paul VALÉRY (*Chairman*) (French)

Professor Gilbert MURRAY

M. DE REYNOLD

Professor Bela BARTOK (Hungarian).

M. J. BOJER (Norwegian).

M. Karel CAPEK (Czechoslovak).

M. Henri FOCILLON (French).

M. P. HYMANS (Belgian).

M. Salvador DE MADARIAGA (Spanish).

M. Thomas MANN (German).

Mlle G. MISTRAL (Chilian)

M. Ugo OJETTI (Italian).

M. Josef STRZYGOWSKI (Austrian).

Mlle H. VACARESCO (Roumanian).

M. S. WEDKIEWICZ (Polish).

*Representatives of the Committee on Intellectual Co-operation*

(c) *Advisory Committee for League of Nations Teaching.*

Under a resolution adopted by the Council on September 22nd, 1933, and approved by the fourteenth Assembly, the former "Sub-Committee of Experts for the Instruction of Youth" is replaced by the "Advisory Committee for League of Nations Teaching," appointed by the International Committee on Intellectual Co-operation. The Executive Committee of the Intellectual Co-operation Organisation may also appoint not more than five assessors for each session, according to the nature of the questions submitted to the Advisory Committee.

*Members of the International Committee on Intellectual Co-operation.*

Professor Gilbert MURRAY.

Professor J. CASTILLEJO

Professor J. HUIZINGA.

*Member of the former Sub-Committee of Experts for the Instruction of Youth*

Madame DREYFUS-BARNEY.

The International Labour Office, the International Institute of Intellectual Co-operation and the International Educational Cinematographic Institute will also be represented at the sessions of the Advisory Committee

(d) *Directors' Committee of the International Museums Office.*

..... (Chairman).

Sir Eric MACLAGAN (British)

M. Francesco PELLATI (Italian)

M. F. J. SANCHEZ CANTON (Spanish)

Dr. F. SCHMIDT-DEGENER (Netherlands)

Professor Alfred STIX (Austrian).

M. Eisaburo SUGI (Japanese)

M. Henri VERNE (French)

Mr. Herbert E. WINLOCK (American).

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M. E. FOUNDOURKIDIS (Greek).

## 12 (a). GOVERNING BODY OF THE INTERNATIONAL EDUCATIONAL CINEMATOGRAPHIC INSTITUTE.

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 The Director of the International Labour Office.  
 The Director of the International Institute of Intellectual Co-operation.  
 The President of the International Institute of Agriculture.

## (b) PERMANENT EXECUTIVE COMMITTEE.

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 The Director of the International Institute of Intellectual Co-operation  
 The President of the International Institute of Agriculture.

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## 14. ADVISORY COMMITTEE OF EXPERTS ON SLAVERY.

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M. EIDE (Danish)

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A French member

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## (d) PERMANENT COMMITTEE ON ELECTRIC QUESTIONS.

Dr. A. DE VASCONCELLOS ( <i>Chairman</i> ) (Portugal).	M. LAUNAY (France).
Sir John BROOKE (United Kingdom).	A Swedish member.
M. Oreste JACOBINI (Italy).	

*The following will be invited to take part in the work of the Committee :*

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A representative of the *Conférence internationale des grands réseaux électriques à haute tension*.  
A representative of the *Commission électrotechnique internationale*.  
A representative of the *Union internationale des Producteurs et Distributeurs d'énergie électrique*.

## (e) PERMANENT COMMITTEE ON ROAD TRAFFIC

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M. G. NAUTA ( <i>Vice-Chairman</i> ) (Netherlands).	M. V. MODEROW (Poland).
Mr. W. E. BECKETT (United Kingdom).	Dr. Ivan SOUBBOTITCH (Yugoslavia).
M. Jan HOSTIE (Belgium)	

## 2. SUPERVISORY BODY SET UP UNDER ARTICLE 5 OF THE CONVENTION FOR LIMITING THE MANUFACTURE AND REGULATING THE DISTRIBUTION OF NARCOTIC DRUGS, SIGNED AT GENEVA ON JULY 13TH, 1931.

Sir Malcolm DELEVINGNE (*Chairman*) (British) (appointed by the Advisory Committee on Traffic in Opium and Other Dangerous Drugs).  
Mr. H. L. MAY (American) (appointed by the Permanent Central Opium Board).  
Dr. TIFFENEAU (French) (appointed by the Health Committee).  
Dr. H. CARRIÈRE (Swiss) (appointed by the *Office international d'hygiène publique* in Paris).

## VI.—COMMISSIONS CONSISTING ENTIRELY OR IN PART OF EXPERTS OR OF GOVERNMENTAL DELEGATES FROM COUNTRIES DESIGNATED BY THE COUNCIL.

## 1. ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS.

The representatives of the following countries :

Austria.	India.	Portugal.
Belgium.	Iran.	Siam.
Bulgaria.	Italy.	Spain.
United Kingdom.	Japan.	Switzerland.
Canada.	Mexico.	Turkey.
Chioa.	Netherlands.	Uruguay.
Egypt.	Peru.	United States of America. <sup>1</sup>
France.	Poland.	Yugoslavia.

*Assessors :*

Mr. L. A. LYALL (British).	Dr. F. Y. M. DE MYTTEAERE (Belgium).
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## 2. ADVISORY COMMITTEE ON SOCIAL QUESTIONS.

As a result of the reform carried out in 1936, the Advisory Committee on Social Questions superseded the Advisory Commission for the Protection and Welfare of Children and Young People.

<sup>1</sup> The representative of the United States of America is appointed by his Government to attend in an expert and advisory capacity.

The representatives of the following countries :

Argentine.	France.	Poland.
Belgium.	Hungary.	Roumania.
United Kingdom.	India.	Spain.
Canada.	Italy.	Switzerland.
Chile.	Japan.	Turkey.
China.	Mexico.	United States of America.
Denmark.	Netherlands.	Uruguay.

*Corresponding Members :*

ren, London  
ibourg.  
International Bureau for the Suppression of Traffic in Women and Childre, London.  
International Federation of Trades Unions, Paris  
International Association for the Promotion of Child Welfare, Brussels.  
International American Child Welfare Institute, Montevideo.  
League of Red Cross Societies, Paris.  
Save the Children International Union, Geneva.

### 3. TEMPORARY COMMITTEE OF EXPERTS FOR ASSISTANCE TO INDIGENT FOREIGNERS.

Experts appointed by the Governments of the following countries :

Argentine.	Hungary.	Poland.
United Kingdom.	Italy.	Switzerland.
Denmark.	Japan.	United States of America.
France.	Netherlands.	

In an advisory capacity :

M. FUS, International Labour Office.  
M. LÉGOUIS, International Labour Office.  
Mlle Suzanne FERRIERE.

### 4. COMMITTEE OF THIRTEEN SET UP FOR THE PURPOSE OF PROPOSING METHODS TO RENDER THE LEAGUE COVENANT MORE EFFECTIVE IN THE ORGANISATION OF COLLECTIVE SECURITY.

The representatives of the following countries :

United Kingdom.	Italy.	Turkey.
Canada.	Netherlands.	Union of Soviet Socialist Republics.
Chile.	Poland.	Yugoslavia.
France.	Portugal	
Hungary.	Spain.	

*Chairman :* M. José CAEIRO DA MATTA (Portugal).

### 5. COMMITTEE FOR THE INTERNATIONAL REPRESSION OF TERRORISM.

The representatives of the following countries :

Belgium.	Hungary.	Spain.
United Kingdom.	Italy.	Switzerland.
Chile.	Poland.	Union of Soviet Socialist Republics.
France.	Roumania.	

### 6. INTER-GOVERNMENTAL ADVISORY COMMISSION FOR REFUGEES.

Constituted under a resolution of the Ninth Assembly.

The representatives of the following countries :

Belgium.	Estonia.	Poland.
United Kingdom.	France.	Roumania.
Bulgaria.	Greece	Yugoslavia
China.	Italy.	
Czechoslovakia.	Latvia.	

*Consultative members :*

The Secretary-General of the League of Nations.

I

Office for Refugees.

Consultative members nominated by the Governing Body of the International Labour Office :

M. C. CURCIN.

M. Z. ZULAWSKI.

## VII.—BODIES APPOINTED BY THE COUNCIL FOR THE BENEFIT OF CERTAIN STATES OR CERTAIN TERRITORIES.

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Appointed under Article 103 of the Treaty of Versailles.

Prof. Carl G. BURCKHARDT (Swiss).

### 2. PRESIDENT OF THE MIXED COMMISSION FOR UPPER SILESIA.

Appointed under Article 564 of the German-Polish Convention on Upper Silesia of May 15th, 1922.

M. F. CALONDER (Swiss).

### 3. PRESIDENT OF THE MIXED ARBITRAL TRIBUNAL FOR UPPER SILESIA.

Appointed under the German-Polish Convention on Upper Silesia.

M. G. KAECKENBEECK (Belgian).

### 4. TECHNICAL DELEGATE OF THE LEAGUE OF NATIONS IN CHINA.

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## ANNEX II.

---

### THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

Constituted under Article 14 of the Covenant of the League of Nations. The Judges are elected by the Assembly and the Council for a period of nine years.

#### *Judges :*

M. ANZILOTTI (Italian).  
Dr. Cheng Tien-Hsi (Chinese).  
M. FROMAGEOT (French).  
Sir Cecil Hurst (British).  
M. ALTAMIRA Y CREVEA (Spanish).  
M. VAN EYSINGA (Netherlands).  
M. GUERRERO (Salvadorian).

M. HAMMARSKJÖLD (Swedish).  
Mr. Manley O HUDSON (American).  
M. Harakazu NAGAOKA (Japanese).  
Count ROSTWOROWSKI (Polish).  
M. DE BUSTAMANTE Y SIRVEN (Cuban).  
M. NEGULESCO (Roumanian).  
M. URRUTIA (Colombian).

#### *Registrar :*

M. LÓPEZ OLIVÁN (Spanish).

#### *Deputy Registrar :*

M. L. J. H. JORSTAD (Norwegian).

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## Legal Section (V)

<b>CONDITIONS OF VOTING REQUESTS FOR ADVISORY OPINIONS FROM THE PERMANENT COURT OF INTERNATIONAL JUSTICE</b> . Observations received from Governments and from the International Labour Office (C 543 M 351 1936 V.) (Ser L o N P. 1936. V 9) 17 pp .. .. .	9d	0.20	0.75
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## Traffic in Opium and Other Dangerous Drugs (XI.)

<b>Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, of July 13th, 1931. ESTIMATED WORLD REQUIREMENTS OF DANGEROUS DRUGS IN 1936</b> . Fifth Supplement to the Statement issued by the Supervisory Body under Article 5. (C 429 (e). XI 220 (e) 1933. XI.) (Ser L o N P 1936. XI 22) 13 pp .. .. .	6d.	0.15	0.50
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VOL. XVII, No. 3.

MARCH, 1937.

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# THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

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*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*

## I.—SUMMARY OF THE MONTH.

March, 1937.

During the month of March the League of Nations has had to mourn the loss of one of its most devoted supporters, Sir Austen Chamberlain, former Secretary for Foreign Affairs of the United Kingdom. Sir Austen took part in the League's work as a member of the Council, of which he was president in 1925 and 1927, and of the Assembly, to which he was a delegate in 1925, 1926 and 1927. He was, with Aristide Briand and Gustav Stresemann, the author of the Treaty of Locarno, and helped to infuse new life into the League, to which he gave the benefit of his political wisdom and great experience. He remained faithful to his ideal until the end.

The Egyptian Government has applied for the admission of Egypt to the League. On the United Kingdom Government's suggestion, it has been decided to summon for the purpose an extraordinary session of the Assembly to meet on May 26th.

The Committee instructed to prepare the Statute and Fundamental Law of the Sanjak

of Alexandretta completed its examination of the proposals made on the subject by the Turkish and French members.

\* \* \*

The Committee for the Study of the Problem of Raw Materials, after a general preliminary discussion, drew up its programme of work and decided to make a statistical investigation into industrial raw materials and the chief foodstuffs and feeding stuffs, and to consider especially the problems of commercial policy arising in connection with prohibitions, quotas, prohibitive tariffs, exchange control, compensation, and clearing agreements, etc.

\* \* \*

M. H. Colijn, Chairman of the Economic Committee of the Monetary and Economic Conference, in agreement with Mr. Ramsay MacDonald, President of the Conference, has authorised the summoning of an International Sugar Conference to meet at London on April 5th, 1937.

## II.—POLITICAL QUESTIONS.

## 1. QUESTION OF THE ADMISSION OF EGYPT TO THE LEAGUE OF NATIONS.

In the course of February and March the Secretary-General received communications from a number of Governments of States Members of the League informing him that they had, through the ordinary diplomatic channels, either invited the Egyptian Government to submit an application for the admission of Egypt to the League of Nations or intimated to that Government that they would welcome and support such an application if it were made.\* One of these, namely, the Turkish Government, in its communication of February 22nd, expressed the hope that, without awaiting the ordinary session of the Assembly, an extraordinary session might be convened for the admission of Egypt at an early date. The Afghan Government, in its communication of February 27th, formally asked that an extraordinary session of the Assembly be summoned for the purpose.

By a communication dated March 4th, which the Secretary-General circulated to the Members of the League, the Egyptian Government recalled the interest which Egypt had always taken in the work of the League, as attested by its constant participation in a great many of its activities and its unrelenting co-operation with certain of the League organs. It stressed the Egyptian people's attachment to the high ideals of justice, concord, and fraternity between all the nations for which the League stands and the friendship of the Powers, a number of whom had extended to Egypt a pressing invitation to take her place in the family of nations. The Egyptian Government declared that these reasons impelled it to lose no time in making application, in accordance with Article 1, paragraph 2, of the Covenant, for the admission of the Kingdom of Egypt to the League of Nations. It expressed the desire that its request be placed on the agenda of the earliest meeting of the Assembly.

This communication was completed by a letter of March 16th, in which the Egyptian Government pointed out that its application constituted, in itself, an undertaking to comply with the conditions contained in Article 1 of the Covenant. It specified that Egypt "has the sincere intention to observe its international obligations and will accept such regulations as may be prescribed by the League in regard to

In a communication of March 11th, the United Kingdom Government proposed that a special session of the Assembly should be convened about the time of the meeting of the Council in May to consider the question of the admission of Egypt to the League.

After a consultation of States Members it was decided that the session should open on May 26th.

## 2. QUESTION OF ALEXANDRETTE AND ANTIOCH.†

The Committee of Experts instructed to prepare the Statute and Fundamental Law of the Sanjak of Alexandretta, which had already met during February, resumed work from March 8th to 17th, under the chairmanship of M. Bourquin (Belgian). Mr. Westman (Swedish) attended the meeting as representative of the Council Rapporteur.

On the basis of the report approved by the Council on January 27th, 1937, the Committee continued and completed its examination of the draft Statute for the Sanjak submitted by the Turkish Member, M. Menemencioglu, and also of the text submitted by the French member, M. de Caix, concerning the fundamental principles of the Statute.

At the Committee's request, memoranda on the demilitarisation of the Sanjak and the minorities régime were prepared respectively by the United Kingdom member, Sir James Dunnett, and the Netherlands member, Dr. Kollewyn, with the assistance of experts.

The League's mission of observers in the Sanjak had been summoned to Geneva by the rapporteur, at the request of the Committee of Experts, who desired to have the benefit of their opinion. The observers furnished the Committee with the information obtained by them on the spot concerning the *nahies* of Bassit, Baer and El Akrad, the languages spoken by different elements of the population, the military situation of the Sanjak, and the régime of the port of Alexandretta.

Investigations into certain economic, financial, postal, transit and minorities questions, and into that of demilitarisation were made, at the request of the Committee of Experts, by the competent services of the Secretariat.

The Committee decided to meet again on April 9th. The observers would again be summoned to Geneva, if necessary, in order to furnish the Committee with additional information.

The following were present at the meetings:

† See Monthly Summary, 1937. Vol. XVII, No. 2, page 32.

Colombia, India, Iran, Yugoslavia, Afghanistan, Belgium, Hungary, New Zealand, Mexico, Cuba, Chile, Portugal, France, China, Bulgaria

M. Maurice Bourquin (Belgian), Professor at the University of Geneva and at the Graduate School of International Studies; M. Robert de Caix (French), former Secretary-General of the High Commissariat of the French Republic in Syria and Lebanon; Sir James MacDonald Dunnett, K.C.I.E. (British), former member

of the Commission on the Reform of the Indian Constitution, Dr. Kollwijn (Netherlands), Professor at the University of Groningen, former Judge in the Netherlands Indies; H. E. M. Numan Menemencioglu (Turkish), Ambassador, Secretary-General of the Foreign Ministry.

### III.—TECHNICAL ORGANISATIONS.

#### ECONOMIC AND FINANCIAL ORGANISATION.

##### 1. THE PROBLEM OF RAW MATERIALS.

The Committee for the Study of the Problem of Raw Materials met at Geneva from March 8th to 13th.\*

The Secretariat had prepared for the meeting a memorandum on the general aspects of the problem as found in the chief publications and declarations on the subject since September, 1935

The memorandum gives a list, taken from an article by Mr. de Wilde and published in "Foreign Policy Reports," September 15th, 1936, of what are generally regarded as the most important raw materials. This list is as follows:

##### I. Essential Raw Materials.

(a) Coal, petroleum

(b) Iron, copper, lead, zinc, tin, aluminium, nickel, sulphur.

(c) Rubber, cotton, wool, silk, oil seeds and vegetable oils, timber, wood-pulp

##### II. Raw Materials of comparatively Secondary Importance.

(a) Manganese, chromium, tungsten, molybdenum, antimony, mercury.

(b) Jute, hemp, flax.

(c) Nitrates, phosphates, potash.

(d) Graphite, asbestos.

The memorandum states that the figures which appear in the League's *Statistical Year Book* and in other publications enable the percentages of total world output of raw materials furnished by the chief producers to be established. The order of magnitude is: British Commonwealth of Nations, *i.e.*, including Dominions, France and her colonies, Netherlands and their colonies; United States of America and dependencies; U.S.S.R. The figures also enable the percentage of production of the rest of the world to be arrived at. For the chief producers they are as follows:

#### PERCENTAGE OF WORLD PRODUCTION OF:

	British Empire	France and Colonies	Netherlands and Colonies	United States	U.S.S.R.	Rest of the World
Coal .. ..	24.7	4.4	1.2	34.0	8.5	27.2
Petroleum .. ..	1.5	—	2.9	59.5	11.7	24.4
Iron ore .. ..	12.2	28.6	—	20.7	18.4	20.1
Copper .. ..	12.2	—	—	15.9	3.4	52.6
Lead .. ..	43.0	0.4	—	19.5	2.1	35.0
Zinc .. ..	31.8	0.5	—	28.4	2.0	37.3
Tin .. ..	42.5	1.0	16.8	—	—	39.7
Bauxite .. ..	5.2	42.5	7.9	12.6	4.8	27.0
Nickel .. ..	85.7	9.0	—	0.2	—	5.1
Sulphur .. ..	—	—	0.6	72.1	—	27.3
Rubber .. ..	57.9	2.0	37.4	—	—	2.7
Cotton .. ..	17.3	—	—	49.0	7.1	26.6
Wool .. ..	50.1	3.2	—	12.3	3.7	30.7
Raw silk .. ..	0.1	0.3	—	—	2.3	97.3
Cotton seed .. ..	19.9	—	—	44.5	7.3	28.3
Linseed .. ..	13.3	0.2	0.1	5.5	24.3	56.6
Sesame .. ..	78.3	1.1	0.4	—	1.1	19.1
Soya .. ..	—	—	2.7	4.7	1.5	91.1
Copra .. ..	29.5	1.9	30.5	34.5	—	3.6
Groundnuts .. ..	62.2	14.1	3.8	7.5	—	12.4
Palm oil and coconut oil .. ..	48.4	12.2	22.0	—	—	17.4
Timber .. ..	?	—	—	?	?	—
Wood-pulp .. ..	19.6	1.5	0.6	21.0	1.3	56.0

\* See Monthly Summary, 1937, Vol. XVII, No. 1, page 14.

The memorandum adds that if we look at the position of certain countries other than the chief producers, we find that Germany has large percentages of output only in the case of: potash (59.5%), graphite (25.7%), coal (12.4%), zinc (9.3%), lead (4.3%), and iron ore (4%). Italy has mercury (31.6%), sulphur (20.3%), hemp (17.8%), bauxite (10.3%), raw silk (6.3%). Poland: hemp (7.9%), flax (4.4%). Japan and her colonies: raw silk (80.9%), soya (14.3%), graphite (28.8%). Belgium and her colonies: palm oil (13.9%), copper (8.6%), tin (3.7%), flax (2.9%), coal (2.4%). Czechoslovakia: antimony (6.9%), graphite (3.1%). On the other hand, certain countries like Switzerland are entirely without raw materials or produce only negligible quantities.

The memorandum then analyses the grievances of countries inadequately provided with raw materials, and shows how certain of them have reacted, generally by resorting to a policy of economic autarchy. The direct and indirect obstacles to international trade in raw materials are pointed out, both those due to the action of Governments (in the home country and in colonies or dependencies) and to private individuals (formation of international agreements or cartels). It then mentions proposals to be found in declarations or investigations that have been rendered public, and states that the following suggestions have been made

(1) A revival of commercial exchanges through the abolition of the obstacles at present placed in the way of the international circulation of goods (prohibitions, export quotas and duties, high customs tariffs, general import quotas, clearing agreements, preferential agreements to establish extensive reserved markets, etc.)

(2) A generalisation in all colonial territories of the system of the Open Door (such as that resulting from contractual obligations in the Conventional Basin of the Congo, in Morocco, in French West Africa, and in "A" and "B" mandated territories), or again of the system of freely accepted commercial equality that formerly existed in the British Colonial Empire, and that still exists—save for certain quotas—in the Netherlands Indies.

(3) The transformation of colonies into mandated territories, or the transfer of their administration to an international authority

(4) The organisation on an international basis of the distribution and control of the world's raw materials

(5) The conclusion of international agreements for the distribution of raw materials

through reciprocal exchanges of goods or services, and the conclusion of general international agreements under which all countries would enjoy equality of treatment in all markets,—or at least in all colonial markets—as regards both the sale of their own goods and the purchase of local goods

(6) The generalisation of the practice introduced by certain cartels (such as the tin cartel in 1933 and the rubber cartel in 1934) of admitting consumers' representatives to a seat on the controlling body. The London Monetary and Economic Conference of 1933 considered that such a practice was essential for the conclusion, in periods of depression, of agreements for the readjustment of supply and demand.

(7) Introduction of a system of concessions: formation of chartered companies to develop and organise colonial territories administered by other States

(8) Creation of an international bank permitting of the realisation of big financial programmes and thus assuring free access to raw materials for certain States.

(9) Formation of an international mines and forests trust, to be administered by the League of Nations, with the twofold object of guaranteeing joint control and free circulation of raw materials, and also their conservation.

These various proposals and suggestions are only mentioned as indications. The memorandum is accompanied by a bibliography mentioning, besides a number of documents published by the Secretariat, various studies or review articles that have appeared in the following countries during the past fifteen years: Belgium, United Kingdom, Czechoslovakia, France, Germany, Italy, Netherlands, and the United States of America.

\* \* \*

In opening the discussion in the Committee, the Secretary-General of the League of Nations, M. J. Avenol, referred to the manner in which the Council had appointed the members, leaving it to its President to take steps to secure the participation of a German expert. The German Government had been consulted and had stated that it did not intend to take part in the discussion.

The Secretary-General added:

"The Council appointed you in pursuance of an Assembly resolution declaring that 'the time has now arrived when discussion and enquiry into the question of equal commercial access for all nations to certain raw materials might usefully be undertaken.' The question has several

times been discussed since 1921. But the enquiry you are undertaking to-day opens under quite special circumstances. In the first place, it coincides with a rise in the prices of raw materials, which may be accentuated by the failure of the Disarmament Conference and the consequences of that failure. And besides, the question of raw materials has been raised in a political atmosphere with which you are all acquainted.

"Without ceasing to be of the technical nature assigned to it by the Council, your work may have important results. It may, at any rate, form the first stage in a return to the economic co-operation that began with the opening of the London International Conference.

"For these reasons, it will be closely followed by public opinion. You are entirely free to fix your procedure, whether in secret, private or public. You should only have regard to what will be most effective. But I would like to express the hope that you will organise carefully your contact with public opinion. If you prefer to have no public sittings, perhaps you will be good enough to see whether you could not meet its wishes by frequent and detailed communiqués.

"You have received from the Economic Section a document called 'General Aspects of the Problem as brought out by the principal statements made and publications issued since September, 1935.' Its title shows the limited aim it pursues. It does not give the views of the Secretariat, which can have no views of its own. Its duty is to give you assistance. This memorandum and the bibliography annexed to it do not exhaust the problem. The information contained in the document does not go beyond the scope of its title."

\* \* \*

The Committee appointed M. Stucki (Swiss) as Chairman and M. Leo-Gerard (Belgian) as Vice-Chairman.

Its work is summarised in the following report, which has been addressed by it to the Council.

Proceedings opened with a general examination of the scope of the enquiry entrusted to the Committee.

It was decided that the meetings should be private, so as to leave everyone as free as possible to speak his mind. All the speakers made it clear that they were not speaking for their Governments, nor could they be properly said to represent their countries.

It was made clear at the outset that it was not the function of the Committee to discuss distribution of the territories from which raw materials are drawn.

In the course of the general discussion, each member of the Committee stated his views. While naturally referring to aspects of the problem which particularly interested their own countries, all the members recognised that the problem was a general one and their aim was to present the Committee with data for comparison which would assist it in grasping the problem as a whole.

#### PRINCIPAL QUESTIONS.

The discussion resulted in the decisions indicated under (1) and (2) below. Further, a number of questions were raised by members and are enumerated under headings (3) to (7). These must be the object of further examination.

(1) In accordance with the Assembly's decision of October 9th, 1936, it was left to the Committee's discretion to decide what raw materials should be taken into consideration. In this connection, the first question that arose was whether foodstuffs and feeding stuffs should also be included in the scope of the enquiry. The Committee decided to undertake a statistical survey covering the principal foodstuffs and feeding stuffs as well as industrial raw materials and to reserve for later examination how far particular commodities under either head should be discussed.

(2) Secondly, although a number of important raw materials are admittedly derived from colonial and mandated territories, it has been pointed out that most raw materials are produced, wholly or to a great extent, in sovereign countries and that therefore all raw materials ought to be taken into consideration whatever their origin.

(3) Various problems were raised as to restrictions in the supply of raw materials, whether by means of export prohibitions and restrictions, export duties, etc., or as the result of arrangements for the regulation of production and marketing.

(4) A question arose in connection with what is known as the open-door régime, which is in force under treaty in certain colonial and mandated territories and has been more or less completely adopted in other territories, though its application tends in fact to be restricted.

The Committee agreed that these questions should be discussed as questions of commercial policy, but that they must be discussed at the same time as the general problem whether and how payments and transfers could be facilitated by a return to wider freedom of trade.

In this connection, the Committee would have to devote attention to questions relating to prohibitions, quotas, prohibitive duties, exchange control, compensation agreements, clearings, etc.

(5) Reference was also made to the difficulty of co-ordinating supply and demand due to the occurrence of great variations in economic activity. Supply, particularly where raw materials are concerned, fluctuates continually and repeatedly between abundance and shortage, and these fluctuations are accentuated by speculative movements, with the result that wide and sudden variations of prices occur.

(6) A new element comes into the problem owing to the appearance of substitutes, sometimes produced under the stimulus of subsidies or other measures.

(7) Attention was also drawn during the discussion to the situation which arises in certain countries owing to the rapid increase in the population, and difficulties in the way of emigration.

The need to support a growing population in those countries increases their requirements of raw materials the transformation of which into manufactured products provides exchange for the purchase of food products.

It was pointed out that any measure giving new opportunities of exploitation of raw materials, particularly where this exploitation is still subject to restriction, would contribute to the solution of this problem.

#### DECISIONS TAKEN IN REGARD TO FUTURE WORK.

(a) *Statistics*.—A sub-committee was appointed to draw up, with the help of the Secretariat, a programme of statistical investigation bearing in particular upon the supply of industrial raw materials and crude foodstuffs. This investigation to be carried out by the Secretariat is to cover a comprehensive list of commodities selected for the purpose.

It is designed to throw light more especially upon the production, imports and geographical distribution of these commodities in the most recent year for which statistics are available as compared with more normal pre-depression years. Price developments as regards typical raw materials and foodstuffs are also to be considered.

Similarly, it was agreed that it would be desirable to bring together data making it possible to establish a comparison between imports of raw materials and total imports.

(b) *Work of the Sub-Committees*.—The examination of the different questions raised during the discussions was entrusted to two sub-committees, in accordance with the following division of work:

#### EXAMINATION OF COMPLAINTS AND DIFFICULTIES AS REGARDS:

##### Supply

##### (First Sub-Committee).

Export prohibitions and restrictions  
Export duties, including the question of discriminatory duties  
Regime of concessions.  
Monopolies.  
Agreements and cartels for the regulation of production and sale

##### Purchase and payment

##### (Second Sub-Committee).

Difficulties encountered by importing countries, particularly in the matter of payments (lack of foreign exchange).  
Customs tariffs (high or prohibitive duties, preferential tariffs, Customs unions, question of the "open door").  
Control of imports: quotas, foreign exchange control, clearings

Bounties and subsidies. Production and export bounties, subsidised production of substitutes

It was agreed that the Sub-Committee would examine these questions with a view, firstly, to arriving at an objective exposé of the facts and, secondly, to considering whether practical suggestions can be made for the solution of the difficulties raised.

The Sub-Committees will meet in June and their meeting will be followed by a plenary meeting of the Committee.

In accordance with the provision embodied in the report to the Council by the *Rapporteur* on economic questions, the Committee indicated the benefit that would be gained from the col-

laboration of experts belonging more particularly to countries which, so far as supplies of raw materials are concerned, encounter difficulties regarding transfers and payments.

It is already clear from this preliminary survey that the problems with which the Committee will have to deal are very complex. They relate partly to specific complaints as to restrictions on the supply of raw materials and partly to more general difficulties in the acquisition of supplies that are available.

The Committee could not, at this stage, say how far it would be possible for it within the limits of its mandate to propose appropriate solutions, but it intends to continue its studies in the hope that it may be able to frame some outline of what is required, in the interests of all the countries concerned.

The Committee decided to begin its next session on June 21st.

The following attended the meetings: M. W. Stucki (Swiss); M. Max Leo-Gerard (Belgian); Lieut.-Col. Thomaz Fernandes (Portuguese); Professor J. van Gelderen (Netherlands); Mr. Henry Grady (American); M. Ivar Högbon (Swedish); Sir Frederick W. Leith Ross (United Kingdom); M. F. Maurette, appointed on the proposal of the International Labour Office; Dr. Joao Carlos Muniz (Brazilian); Dr. Vilem Fospisil (Czechoslovak); Professor Charles Rist (French); M. Gonzalo Nobles (Mexican); M. Adam Rose (Polish); M. Boris Rosenblum (U.S.S.R.); Mr. Y. Shudo (Japanese); Sir Henry Strakosch (South African).

#### 2 CONVOCAION OF AN INTERNATIONAL SUGAR CONFERENCE.

The Executive Committee of the Monetary and Economic Conference held in London in 1933 authorised the President of the Economic Commission, M. H. Colijn (Netherlands), to take, in conjunction with the President of the Conference, Mr. J. Ramsay MacDonald (British), all the necessary measures for the execution of the Economic Commission's proposals.

The latter included the organisation of a meeting with a view to the conclusion of an international agreement on sugar.

A preliminary meeting of certain countries relating to the co-ordination of the production and marketing of sugar was accordingly held in London from March 5th to 10th, 1934, under the Chairmanship of Lord Plymouth, then Under-Secretary of State in the Colonial Office.\* This meeting was obliged to suspend its work because at that time there was little hope of general agreement. It was decided, however, that a general conference should be convened

\* See Monthly Summary, Vol. XIV., No. 3, page 69.

as soon as circumstances appeared to be favourable. The matter has been kept continually under review since that time.

With the approval of Mr J Ramsay MacDonald, President of the Monetary and Economic Conference, M. H. Colijn authorised the convening in London on April 5th, 1937, of a general Conference to re-examine the possibility of concluding an international agreement with a view to improving the organisation of the production and marketing of sugar.

The Governments of the following countries have been invited to take part in the Conference: Union of South Africa, Australia, Belgium, United Kingdom, Canada, China, Cuba, Czechoslovakia, France, Germany, Hungary, India, Italy, Japan, Netherlands, Peru, Poland, Portugal, San Domingo, United States of America, Union of Soviet Socialist Republics, Yugoslavia.

The secretariat of the Conference will be ensured by the Economic Relations Section of the League, assisted by an official of the British Colonial Office and the Secretariat of the International Sugar Council.

### 3. COMPOSITION OF THE ECONOMIC COMMITTEE

In January last the Council renewed the Economic Committee.

On that occasion it expressed its appreciation of the services rendered to the Economic Committee by its retiring members, namely, Mr Andrews, M. Ito, M. Peroutka, Mr. Rogers, M. Brebbia, M. de Nickl, and M. Jahn. The three latter, under the Committee's constitution, became automatically corresponding members, and will thus continue to give the Committee the benefit of their co-operation.

The Economic Committee is now composed as follows:

#### *Ordinary Members:*

M. V. V. Badulesco (Roumanian).  
M. F. Dolezal (Polish).  
M. P. Elbel (French).  
Mr Henry F. Grady (American).  
M. H. M. Hirschfeld (Netherlands).  
M. F. van Langenhove (Belgian).  
Sir. F. W. Leith-Ross (British).  
Mr F. L. McDougall (Australian).  
M. O. Morato (Uruguayan).  
M. A. di Nola (Italian).  
M. Boris Rosenblum (U.S.S.R.).  
M. R. Ryti (Finnish).  
Dr. Richard Schuller (Austrian).  
M. Y. Shudo (Japanese).  
Dr W. Stucki (Swiss).

#### *Corresponding Members:*

M. J. A. Barboza-Carneiro (Brazilian).  
M. C. B. Bramsnaes (Danish).  
M. Carlos Brebbia (Argentine).  
Mr. R. M. Campbell (New Zealand).  
M. Manuel Egana (Venezuelan).  
Professor A. Flores de Lemus (Spanish).  
Dr Hsu-Shih-Lien (Chinese).  
M. G. Jahn (Norwegian).  
M. Andrejs Kampe (Latvian).  
Dr. M. H. de Kock (South African).  
Mr. John Leydon (Irish Free State).  
M. L. V. Lundvik (Swedish).  
M. Rudolf Mickwitz (Estonian).  
Ramaswami Mudaliar (Indian).  
M. Alfred de Nickl (Hungarian).  
M. Milivoj Pilja (Yugoslav).  
M. Subercaseaux (Chilean).  
M. Veverka (Czechoslovak).

## IV.—LEGAL AND CONSTITUTIONAL QUESTIONS.

### INTERNATIONAL ENGAGEMENTS.

#### *Registration of Treaties.*

The treaties and international engagements registered by the Secretariat of the League in March include:

A Treaty of Amity between China and Latvia (London, June 25th, 1936), presented by Latvia;

An Agreement between Estonia and Latvia modifying the clearing agreement of April 10th, 1935 (Riga, February 10th, 1937), presented by Estonia;

An Economic Protocol between Estonia and Latvia, completing previous agreements (Riga, February 10th, 1937), presented by Estonia;

A Treaty of Establishment, Commerce and Navigation between Iran and the Union of Soviet Socialist Republics (Teheran, August 27th, 1935), presented by the U.S.S.R., and also a convention regarding the campaign against locusts in the districts bordering the frontier between the two countries, and a convention concerning the campaign against plant diseases and parasites, and a veterinary sanitary convention (August 27th, 1935);

A Treaty of Commerce and Navigation between Brazil and Uruguay (Rio de Janeiro, August 25th, 1933), presented by Brazil;

An Exchange of Notes between the United States of America and France constituting an agreement relating to the suppression of customs

frauds (Paris, December 10th and 12th, 1936), presented by the United States of America ;

An Agreement between the United States of America and Bahamas concerning the exchange of parcel post (Nassau, October 29th, 1936, and Washington, December 21st, 1936), presented by the United States of America ;

An Agreement between the United States of America and Gibraltar concerning the exchange of parcel post (Gibraltar, December 18th, 1936, and Washington, January 5th, 1937), presented by the United States of America ;

An Exchange of Notes between Brazil and Hungary constituting a provisional commercial

agreement (Rio de Janeiro, July 30th, 1936), presented by Hungary ;

An Agreement between France and the Union of Soviet Socialist Republics concerning the transmission of legal and notarial documents and the execution of rogatory commissions in civil and commercial matters (Paris, August 11th, 1936), presented by the U.S.S.R. ;

An Exchange of Notes between Brazil and Poland constituting an administrative agreement regarding the carriage of diplomatic correspondence in special bags (Rio de Janeiro, October 15th, 1932), presented by Brazil

## V.—OBITUARY.

### DEATH OF SIR AUSTEN CHAMBERLAIN.

On the announcement of the death of Sir Austen Chamberlain, sometime Foreign Minister of the United Kingdom, the Secretary-General of the League addressed the following telegram to the British Government :

" May I in my own name and in that of the Secretariat of the League of Nations express to the British Government and people our grief on the occasion of the death of Sir Austen Chamberlain. As Foreign Secretary and British representative on the League Council he gave

a fresh impetus to its work and made to its efficiency and stability a contribution of historical importance.

AVENOL "

Mr. Eden, Secretary of State for Foreign Affairs, thanked the Secretary-General in the following terms :

" On behalf of His Majesty's Government in the United Kingdom I hasten to thank you for the telegram conveying your and the Secretariat's condolences on the occasion of the death of Sir Austen Chamberlain. My colleagues and I greatly appreciate your generous tribute to Sir Austen's work for the League. EDEN."

## VI.—NEW LEAGUE PUBLICATIONS.

### MONTHLY BULLETIN OF STATISTICS

The March number of the Monthly Bulletin of Statistics of the League of Nations gives, in addition to the recurrent tables, information on World Trade, World Industrial Production, Building Activity, and Cost of Living.

The *gold value of world trade* during the month of January, 1937, showed, in accordance with the usual seasonal tendency, a decrease of 7% since December, but was 11% higher than in January, 1936

According to the League indices of world industrial activity, manufacturing production in 1936 was 15% greater than in 1935, and 11% greater than in 1929. The manufacturing index for the world, apart from the U.S.S.R., still remained on an average for 1936 some 4% below its average for 1929, but by December, 1936, had risen more than 4% above that year's average. Industrial recovery has, on the whole, advanced further in Europe than in North America.

As compared with 1935 all countries for which indices are available, with the exception

of Greece, show an increase of industrial activity during 1936. The increase was particularly great in the U.S.S.R. (more than 30%), in Hungary (18%), the U.S.A. (16.5%), Czechoslovakia (15%), Germany and Estonia (about 13%). In Canada, Norway, and the United Kingdom the increase amounted to about 10%, in Poland, the Netherlands, Sweden, and Belgium to about 8.5%, in Finland, Austria, and Japan to 6.5%, and in Chile and France to about 5%.

During the months following the devaluation (October, 1936-January, 1937), as compared with the same period a year ago, industrial activity increased in France by 3.8%, and in the Netherlands by 26.4%.

In a large number of countries the industrial activity in 1936 exceeded the high level of the year 1929. Leaving aside the exceptional development in the U.S.S.R., where industrial production has increased by 300% since 1929, the highest level is reached (according to the latest monthly or quarterly figures available in each case) by Japan with a 65% increase, followed by Greece (47-48%), Finland (42%),

Chile, Denmark and Sweden (31-36%), the United Kingdom, Norway, Hungary, Roumania and Estonia (23-30%), and Germany (10-14%).

In the U.S.A. the 1929 average was reached or slightly exceeded in December, 1936, but production again receded a little in January, 1937, as a result of floods, and labour disputes.

During the last months of 1936 or in January, 1937, industrial production still fell short of the 1929 average by some 5 to 6% in Canada and Czechoslovakia, 8% in the Netherlands, 11 to 13% in Belgium, 18 to 20% in Austria and Poland, and by 28% in France.

*Building activity*, to judge from the number of building permits delivered in 1936, in comparison with 1935, has not yet recovered in the world at large to the same extent as industrial activity.

A very remarkable increase—though from a low level—is apparent for the U.S.A., namely, about 60% for residential and more than 70% for industrial and commercial buildings. Residential building in Germany increased by 50%, other building by about 40%. In Czechoslovakia also, the increase amounted to about 50%. In these countries, however, the level of 1929 has not yet been regained.

In Finland (+37%), Sweden (+13%), and in the United Kingdom (+2.4%) the increase of building activity continued, even exceeding the high level of 1929 by about 40% in Sweden and 60% in Finland and the United Kingdom.

Building activity decreased during 1936 in France and Belgium (-7%), Hungary (-8%), the Argentine (-9%), Canada (-14%), the

Netherlands (-26%), Switzerland (-35%), Palestine (-39%). With the exception of Palestine, building activity is still far below the 1929 level in all these countries.

A remarkable recovery of 48% set in in Switzerland after the devaluation (October, 1936-January, 1937), as compared with the same months a year ago. In the Netherlands the decrease continued at a much slower rate (-4%), while in France it amounted to more than 12% during these months.

The *cost of living* tends to rise in a great number of countries. In the course of the last twelve months for which statistics are available, the cost of living, in terms of national currencies, has increased most in Roumania and Palestine (15.5%), France (13%), Chile (12%), Lithuania and Estonia (11%), and Indo-China (10.4%).

An increase of less than 10%, but more than 5%, is to be noted for Poland, Japan, China, Hungary, Greece, Italy, New Zealand, and Switzerland.

Small upward movements of less than 5% but more than 2.5% have taken place in Latvia, Peru, Danzig, Belgium, Norway, the U.S.A., the United Kingdom, Australia, and Iceland; in Portugal the increase was about 2% and in Canada 1.5%.

A relative stability in the cost of living (*i.e.*, changes of less than 1% up or down) still obtains in India, Denmark, South Africa, Finland, Czechoslovakia, Germany, the Netherlands, Sweden, the Argentine, Austria, Southern Rhodesia, Egypt, and Bulgaria.

The cost of living has fallen only in Turkey (about 3%) and Yugoslavia (about 4%).

## VII.—FORTHCOMING LEAGUE MEETINGS.

15th April.—Advisory Committee on Social Questions, Geneva.

16th April.—Sub-Committee on Timber Statistics of the Committee of Statistical Experts, Geneva.

19th April.—Committee of Statistical Experts, Geneva.

20th April.—Committee on the International Repression of Terrorism, Geneva.

20th April.—Sub-Committee of Experts on Customs Nomenclature, Geneva.

22nd April.—Committee of Experts instructed to prepare the Statute and Fundamental Law of the Sanjak of Alexandretta, Geneva.

26th April.—Financial Committee, Geneva.

26th April.—Health Committee, Geneva.

28th April.—Governing Body of the Nansen International Refugee Office, Geneva.

5th May.—Committee for the Study of International Loan Contracts, Geneva.

5th May.—"Conversation" organised by the Committee of the International Students' Associations, Luxemburg.

5th May.—Committee of Experts on the Reform of the Transit Organisation, Paris.

6th May.—Supervisory Commission, Geneva.

6th May.—Bureau of the Conference for the Reduction and Limitation of Armaments, Geneva.

17th May.—Sub-Committee on Drug Seizures, Geneva.

24th May.—Ninety-seventh session of the Council, Geneva.

24th May.—Advisory Committee on Traffic in Opium and Other Dangerous Drugs, Geneva.

- 26th May.—Extraordinary session of the Assembly, Geneva.
- 31st May.—Extraordinary session of the Permanent Mandates Commission, Geneva.
- 9th June.—Economic Committee, Geneva.
- 14th June.—Permanent Mandates Commission (ordinary session), Geneva.
- 16th June.—Committee of Enquiry on Raw Materials, Geneva.
- 2nd July.—Advisory Committee on League of Nations Teaching, Paris.

- 5th July.—Second General Conference of National Committees on Intellectual Co-operation, Paris.
- 10th July.—Executive Committee of the Intellectual Co-operation Committee, Paris.
- 12th July.—Nineteenth plenary session of the Intellectual Co-operation Committee, Paris.
- 20th July.—Seventh session of the Permanent Committee on Arts and Letters, Paris.
- 26th August.—Supervisory Body established under the 1931 Limitation Convention on Narcotic Drugs, Geneva.

## PERMANENT COURT OF INTERNATIONAL JUSTICE

### 1. THE WATERS OF THE MEUSE (NETHERLANDS-BELGIUM) \*

The Netherlands Government filed its Reply by the prescribed date, March 8th, 1937.

### 2. LIGHTHOUSES IN CRETE AND SAMOS (FRANCE-GREECE) \*

The French and Greek Governments filed their respective Memorials by the prescribed date (March 17th).

### 3. THE BORCHGRAVE CASE (BELGIUM-SPAIN).

On March 5th, 1937, the Court was notified by the Belgian Minister at The Hague of a special agreement for arbitration concluded between the Belgian Government and the Spanish Government, under which the Court is asked to say whether, having regard to the circumstances of fact and of law in connection with the death of Baron Jacques de Borchgrave, the responsibility of the Spanish Government is involved.

\* See Monthly Summary, Vol. XVII, No. 2, page 37.

The Belgian Government has appointed as its Agent before the Court in this case, M. Muuls, Minister Plenipotentiary and assistant legal adviser to the Ministry for Foreign Affairs at Brussels.

The Spanish Government has appointed as Agent M. Semprun y Gutierrez, Spanish Chargé d'Affaires at The Hague, and as counsel M. Sanchez Roman.

### 4. OPTIONAL CLAUSE OF ARTICLE 36 OF THE COURT'S STATUTE.

M. Emerich Pflügl, Permanent Representative of Austria accredited to the League of Nations, signed a declaration on March 22nd, 1937, renewing Austria's acceptance of the Optional Clause of the Statute of the Permanent Court of International Justice. The declaration is worded as follows.

"On behalf of Austria and subject to ratification, the undersigned declares that he recognises, in relation to any other Member of State which accepts the same obligation, that is to say, on the sole condition of reciprocity, the jurisdiction of the Court as compulsory, *ipso facto*, and without any special convention, for a further period of five years from March 13th, 1937."

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*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*

## I.—SUMMARY OF THE MONTH.

April, 1937.

During the month of April an international Conference met in London to consider the possibility of a general agreement on the maintenance of a balance between supply and demand on the world sugar market

The Committee for the International Repression of Terrorism revised, in the light of the observations made by Governments, the texts of the two draft conventions submitted to the Assembly last year.

The Financial Committee examined means for preventing and suppressing the falsification of documents of value. It also decided upon an enquiry into national agricultural credit systems, with a view to remedying wide fluctuations in the price of agricultural products.

\* \* \*

The Health Committee reviewed the results of its last three years' activity, and outlined the programme to be followed during the next three-year period.

\* \* \*

The newly constituted Advisory Committee on Social Questions held its first session. It dealt, in the main, with such questions as the life of the child in the family, erring and delinquent minors, traffic in women and children.

The Committee of Experts instructed to draw up a Statute and Fundamental Law for the Sanjak of Alexandretta proceeded with the preparation of the texts to be submitted to the Council.

\* \* \*

The Committee of Experts on Slavery drew up a report to the Council dealing with slave raids, slave trade and captured slaves, and other institutions of serfdom, debt slavery, peonage, etc.

\* \* \*

The Bangkok Agreement on the Suppression of Opium Smoking in the Far East came into force on April 22nd, 1937.

## II.—TECHNICAL ORGANISATIONS.

### 1 HEALTH ORGANISATION

#### *Twenty-fifth Session of the Health Committee*

The Health Committee of the League of Nations held its twenty-fifth session from April 26th to May 1st with Professor Parisot (French) in the chair in view of the absence of Dr. Madsen (Danish).

The Health Committee discussed and approved its next three-year programme. The last three-year programme expired at the end of 1936. The new programme is largely a continuation of the work already being done by the Health Organisation. It is divided into two categories: permanent activities and those intended to deal with topical problems.

In the former category may be mentioned the work of the Epidemiological Intelligence Service, the Commission of Biological Standardisation, Leprosy and Malaria, and the duties of the Health Organisation under international conventions.

#### *Epidemiological Intelligence Service*

The Service of Epidemiological Intelligence and Public Health Statistics, whose programme of work is indicated by its name, was established in 1921. The service was first utilised for Eastern Europe, where severe epidemics were raging, but its work gradually extended to cover the whole world.

The creation at Singapore in 1924 of the Eastern Bureau with its network of weekly telegraphic and wireless communication with the ports and countries of the East, was an important step forward. Indeed it may be said that to-day all parts of any importance on the eastern coast of Africa, the southern coast of

Asia, Australasia and the western Pacific are in close contact with the Singapore Bureau. The Epidemiological Bulletin of that Bureau is broadcast weekly in code and daily in clear. Nine wireless stations\* send out free of charge these broadcast messages, which may be picked up not only by health administrations in Asia, Australasia and East Africa, but also by ships plying in the Pacific and Indian Oceans.

At Geneva, the Epidemiological Intelligence Service compiles and publishes figures relating to communicable diseases, births and deaths, in all countries and territories of the world for which such data are available. These statistics, which relate to an aggregate population of roughly 1,436 millions (namely, 72 per cent of the world's population) are published in three periodicals:

(1) The *Weekly Epidemiological Record*, which was begun in 1925 and is primarily intended to supply sanitary administrations and port health authorities with the latest data regarding pestilential diseases and quarantine measures taken against them.

(2) The *Epidemiological Report* of the Health Section, first issued in 1922. As the field of action of the Epidemiological Intelligence Service gradually extended, the statistical tables appearing in this periodical correspondingly increased and grew into their present standard form. As from 1929 detailed articles on selected communicable diseases replaced the short notes on current epidemics hitherto published. Early in 1937 certain changes were made in the presentation and dates of publica-

\* Shanghai, Hong-Kong, Karachi, Madras, Malabar, Saigon, Sandakan, Tananarive, Tokio.

tion of this periodical; the most important feature is undoubtedly the monthly publication of recent figures, together with material for comparison drawn from the mass of statistical material accumulated during the Service's fifteen years of activity. The epidemiological articles will in future appear in the Health Organisation's Bulletin. Readers of the Epidemiological Report will henceforth receive them in the form of reprints. The programme for 1937 includes articles on Well's disease, the prophylaxis of typhus fever and Maternal morbidity and mortality.

(3) The *Annual Epidemiological Reports* reproduce the monthly statistical tables of the Epidemiological Reports in a concentrated form, after figures have been revised and corrected by the competent national authorities. Retrospective tables are also included, giving the rates of birth, general mortality, infantile mortality and mortality due to the principal communicable diseases during the last twenty years in countries possessing reliable records of causes of death.

These activities will be maintained and developed in the future. In connection with public health statistics, the international list of the causes of death is being revised by a joint committee composed of six representatives of the International Institute of Statistics and six representatives of the League Health Organisation. This work is necessary as part of the attempt to make national public health statistics internationally comparable. In this connection, too, a medical and statistical study, begun in 1936, will be continued on so-called "health indices." The object is to find some way of recording in statistical form the state of public health in different countries by indices of "vitality" (fertility, population) and of "health" (mortality, morbidity, physical and mental defects). The indices are intended also to relate to the "environment" (geographical, social and economic) and to the various branches of medical and sanitary activities.

The Health Committee, in 1936, requested its members to collect information in their own countries regarding maternal mortality and maternal welfare. This material will form the basis of a double report, one part technical, dealing with the organisation of maternal welfare services, and the other medical and statistical dealing with maternal mortality and morbidity and their causes.

#### *Biological Standardisation*

Although the Health Committee has been engaged upon biological standardisation ever since 1921, its work in this field is far from

being completed. With the advance of science new therapeutic agents gain acceptance and require to be assayed in terms of some common standard; moreover, certain of the standards already adopted may be open to improvement, whilst others, being of a composite nature, are liable to be replaced, sooner or later, by the active substance in pure form; finally, in the case of yet other standards, physical or chemical titration may be expected to oust the biological method of assay—possibly in the near future. These considerations must be borne in mind when an attempt is made to delimit the work of the Permanent Commission on Biological Standardisation during the next three years.

The results achieved by this Commission were reviewed by the Inter-Governmental Conference which met at Geneva in October, 1935. Being convinced of the value of such a periodical review, the Conference recommended that similar meetings should be convened at intervals not exceeding three years.

If the experimental research work being done internationally under the auspices of the Biological Standardisation Commission is sufficiently advanced to warrant it, such a conference may be held in 1939.

Two of the recommendations adopted by the Inter-Governmental Conference call for special attention, namely, that which advocates that the use of the international standards "should be made effective by the competent authorities of all countries," and that which relates to the setting up of national centres to hold and distribute the international standards, since these were the two resolutions that were communicated to all Governments by the Secretary-General in February, 1936.

Replies so far received indicate that forty-one countries\* have adopted or are about to adopt the international standards recommended by the Permanent Commission on Biological Standardisation and that thirty-one Governments†

\* List of countries which have adopted or are about to adopt some or all of the international standards: South Africa, Argentine, Australia, Austria, Bolivia, Great Britain, Bulgaria, Canada, Chile, China, Czechoslovakia, Denmark, Ecuador, Estonia, Finland, France, Greece, Guatemala, Hungary, India, Iraq, Irish Free State, Italy, Japan, Latvia, Mexico, Netherlands, Netherlands Indies, Norway, Philippines, Poland, Portugal, Siam, Spain, Sweden, Switzerland, Turkey, U.S.S.R., United States of America, Uruguay, Yugoslavia.

† List of Governments which have established or will establish national centres: South Africa, Argentine, Austria, Bolivia, Great Britain, Bulgaria, Canada, Czechoslovakia, Chile, Denmark, Estonia, France, Guatemala, Hungary, India, Iraq, Italy, Mexico, Netherlands, Netherlands Indies, Norway, Poland, Portugal, Spain, Sweden, Switzerland, Turkey, U.S.S.R., United States of America, Uruguay, Yugoslavia.

have created or are about to create national centres

The task of the Central Institutes at Copenhagen and Hampstead will thus be simplified as they will henceforth only have to provide for the regular supply to national centres of the requisite stocks of international standards, instead of having, as in the past, to meet demands coming from various laboratories and factories in each country. An effort is now being made to complete this system by inducing those countries which have not yet done so to establish national centres

It remains to be seen, however, how many of these centres will be in a position themselves to prepare national standards equivalent to the international ones, so as to enable the two Central Institutes to husband the supply of their own standard substances, which are sometimes prepared at great expense

It would appear that for some drugs—digitalis, pituitary extract, arsphenamine—no insuperable difficulties will be encountered in preparing national standards. This is not the case, however, for the serological standards, and it is to be expected that the Copenhagen Institute will, as in the past, have to supply international standard sera to the great majority of national centres, whose business it will be to preserve these under the requisite conditions of temperature, and distribute them in their own countries to suitable applicants

In any case, the fact of the adoption of international standards by so many countries demonstrates that the initiative taken by the Health Organisation has been both valuable and necessary. That this work of international scientific collaboration should be continued and extended will appear from the report which the Health Committee addressed to the Council on the work of its Twenty-fourth Session in February, 1937. The report declares that "biological standardisation is an essential function of the Health Organisation, and the latter should have the necessary resources at its command to make provision for the practical work entailed."

In the field of serology several questions have to be reviewed from both the therapeutic and the practical point of view

The standardisation of anti-anthrax serum, already examined in 1925, must be taken up again with the collaboration of the Institute at Budapest and Bucarest

Similarly, the further study of the standardisation of anti-swine-erysipelas serum is necessary since earlier comparative assays did not give

sufficiently concordant results. This study will be entrusted to the Veterinary Institutes at Budapest, Cambridge, Stockholm, and Zagreb.

Changes in the international standards for tuberculin and staphylococcus antitoxin likewise fall to be considered.

A new field recently explored is that of the anti snake-venom sera. The problem of their standardisation is so wide and complicated that it appears wiser at present to limit the study to the anti-viper serum. A preliminary survey has shown that the antigenic properties of the venoms of the African and Asiatic vipers differ to such an extent that the standardisation of their anti-sera would involve the establishment of a series of monovalent standards. It would thus appear preferable to limit the study to the European viper. The Copenhagen Institute is in correspondence with the European laboratories producing anti-viper serum (Milan, Paris, Zagreb) and is at present endeavouring to work out a method of standardisation.

On the other hand, the question of the standardisation of anti-cobra serum would seem less complicated, since the South African serum also protects against Indian cobra venom. It should therefore be possible to establish a uniform standard and to secure, to that end, the assistance of the Institutes of Bandoeng, Bangkok, Bombay, Johannesburg, and Saigon.

Pharmacological standards, as well as those for vitamins and sex hormones, are also matters that come within the next three-year programme of the Biological Standardisation Commission.

#### *Malaria.*

The Malaria Commission is to take in hand the preparations for an inter-Governmental Conference on quinine and kindred febrifuges, to be held not earlier than 1939. The question of holding such a conference has been under consideration since 1925. After collecting a considerable amount of documentary material on the quinine requirements of malaria countries and discussing the matter on several occasions, the Health Committee has now come to the conclusion that a conference of this kind seems not only advisable but necessary. The views of producers and consumers are often considerably at variance and the conference could contribute largely to clarifying the position, with corresponding advantage for malarious populations. In view, however, of the great advance in the production of synthetic drugs, it would be necessary for the conference to take up also the question of these substances. An agenda

of the conference would then include generally the following problems present production as compared with world requirements; cost of production and market prices; relative costs of a plan of co-ordinated measures of treatment and prevention by the administration of drugs, according to the substance employed; methods of distribution of the various substances

The Malaria Commission will issue the fourth General Report on the Therapeutics of Malaria based on research work conducted during the last few years under the auspices of the League Health Organisation in Algeria, Italy, Malaya, Roumania, and the U.S.S.R.

In view of the steady success of the international malaria courses held in Rome and annually at Singapore since 1934, the Health Committee considers it advisable to continue holding these courses for the next three years

#### *Leprosy.*

In 1929-30 the Leprosy Commission's contribution to the world-wide campaign for the prevention of leprosy consisted of a survey carried out by its Secretary in a large number of leprosy countries in both the old and the new worlds, the organisation of the Bangkok Conference (December, 1930), and co-operation with the Conference organised in January, 1931, at Manila by the Leonard Wood Memorial.

After these two conferences, which consolidated the results of years of striving for the introduction of more liberal preventive methods and more rational forms of treatment, the majority of leprologists considered that further progress in this field could only be brought about by new scientific discoveries. Thanks to the co-operation of laboratory and clinical workers, experimental research has made rapid progress in a variety of directions, including bacteriology, serology, biological chemistry and pharmacology. It was to encourage scientific research without losing sight of practical application that the International Centre for Research on Leprosy was founded on June 12th, 1934, at Rio de Janeiro, under the auspices of the League of Nations.

At the same time, the activities of various important institutions for the study and prevention of leprosy were extended, e.g., the Leonard Wood Memorial, the British Empire Leprosy Relief Association, its largely autonomous branch known as the Indian Council, the International Leprosy Association

All this has created a new situation. The Leprosy Commission of the League Health Organisation has accordingly been requested in

connection with the three-year programme to plan its method of action and its relations with the other institutions in the light of this new situation.

In this connection, it is proposed that the League should organise meetings of experts from these various institutions in conjunction with the Leprosy Commission, with the object of taking up questions *seriatim* so that the main effort could always be concentrated upon some matter of outstanding importance

These meetings of experts may be expected to recommend questions of particular importance or even urgency to the attention of investigators. For such research the Rio Centre affords first-rate facilities, which make it possible for laboratory work, clinical work, and epidemiological investigation to be carried on concurrently.

To European leprologists, whose opportunities for the observation of the disease are restricted, it offers the most accessible field for investigation, while from the point of view of available facilities it is second to none. To centres in other parts of the world (e.g., Bamako, Batavia, Calcutta, Culon, and the Japanese centres) it offers great possibilities for the exchange of staff and material together with facilities for study in the South American continent. A leprology course might be organised at Rio on the model of the Singapore malarology course, with the co-operation of specialists from various leprosy countries to make it of really universal value

#### *Rabies and Cancer.*

Collecting and co-ordinating information on cancer and rabies are others of the permanent activities of the Health Organisation which will be continued under the three-year programme.

#### *Opium and other Dangerous Drugs*

The problem of narcotics first came before the Health Committee in 1921, when it was called upon to determine the legitimate requirements of those drugs in various countries. Having laid down the principle that the only legitimate requirements were those in respect of medical and scientific use, the Committee, in the light of detailed investigations, fixed the maximum at 450 milligrams of opium and 7 milligrams of cocaine per head of population per year (1924), and this only for those countries with advanced medical organisations. These two figures have since been generally accepted, in particular at the International Opium

Conference in 1925 as standards of legitimate consumption

An analogous enquiry was undertaken in 1929 in order to determine the world requirements in narcotics with a view to facilitating the work of the Conference on Limitation, planned for 1931. These figures were fixed at 9,700 kilogrammes for morphine, 790 kilogrammes for diacetylmorphine, and 6,000 kilogrammes for cocaine, and have successfully withstood the test of time.\*

After the ratification of the International Opium Convention of 1925, fresh responsibilities of a permanent character fell to the Health Committee. Under Article 8 of that Convention the Committee has since examined the proposals of 18 Governments† in regard to 290 preparations, 51 of which were considered to be innocuous and were excluded from the scope of the Convention.

Under Article 10, the Health Committee during the past ten years has recommended that the following substances should be brought under control:

- |   |  |
|---|--|
| 1. Dihydroxycodeinon  | } Their esters, their salts and the salts of their esters. |
| 2. Dihydrocodeinon  |  |
| 3. Dihydromorphinon   |  |
| 4. Acetyldihydrocodeinon  |  |
| 5. Dihydromorphine  |  |
| 6. N-oxymorphine, N-oxymorphine compounds and other morphine compounds (à azote pentavalent).                       |  |
| 7. Esters of morphine and their salts   |  |
| 8. Thebain and its salts  |  |
| 9. Ether-oxides of morphine and their salts, excluding methylmorphine and its salts and ethylmorphine and its salts |  |
| 10. Preparations containing any of the substances mentioned under 1 to 9 above                                      |  |

All the above recommendations, which were made in agreement with the *Office international d'hygiène publique*, were accepted by the States parties to the Convention

On the proposal of the United States Government, the Health Committee will proceed—always conjointly with the *Office international d'hygiène publique*—to study a new phenanthrene derivative of morphine, namely, desomorphine, without presenting any therapeutic advantages, this substance appears particularly harmful by reason of its toxicity and habit-forming properties.

\* According to the Permanent Central Opium Board, 9,413 ks of morphine, 674 ks of diacetylmorphine, and 4,002 ks. of cocaine were manufactured in 1935.

† Argentina, Austria, Bulgaria, Estonia, France, Germany, Hungary, India, Lithuania, Netherlands, Poland, Roumania, Siam, Sudan, Switzerland, Union of South Africa, United Kingdom

As a result of the International Conference for the Suppression of Opium Smoking (Bangkok, 1931), and on the invitation of the Council, the Health Committee has undertaken the study of various methods of treatment of addicts in a number of European countries and in North America. Some twelve clinical reports have been collected from U.S.A., Great Britain, Canada, France, Germany, India, and the Netherlands East Indies, and placed at the disposal of Governments through the intermediary of the Opium Advisory Committee.

In 1930, on the proposal of the Government of the United Kingdom, the Health Committee was invited to have an efficacious method worked out for the determination of the morphine content of raw opium, with a view to this method being adopted for the practical control of the manufacture of morphine. After study extending over three years, an expert committee succeeded in establishing a procedure which is now known as the International Method. The committee is continuing its studies with a view to eliminating certain defects inherent in the method, and is at the same time examining a number of other methods, such as that used by the new American Pharmacopœia, by the Japanese Pharmacopœia, etc.

At the request of the Japanese Government, the committee undertook in 1932 a similar study with reference to the cocaine content of coca-leaves. These investigations are well advanced, and a final report should be presented to the Health Committee before the end of 1937.

In view of the numerous cases of codeine-addiction observed in Canada and the United States during recent years, the Governments of these two countries requested the Health Committee to examine this problem. A general report on the question was drawn up and submitted to learned societies in France, Great Britain, the Netherlands, and Switzerland, for technical advice. As soon as this consultation is concluded, the documentation will be considered by the Health Committee and a report addressed to the Council and to the two Governments concerned.

\* \* \*

Among the subjects of topical importance with which the Health Organisation has been dealing in the last few years and which are included in its three-year programme are nutrition, housing, and physical fitness

#### *Rural Hygiene*

Rural hygiene has also played an important part in the recent work of the Health Organisation

The development of the work of the Health Organisation in the field of rural hygiene has followed upon the lines laid down in 1931 by the European Conference on Rural Hygiene. This Conference, in its conclusions emphasised the utility of carrying on studies on the following subjects :

1. Cost of different types of rural health services as compared with their efficiency.
2. Typhoid infections in rural areas.
3. The expert examination of drinking-water and sewage; methods employed in different countries and possibility of adopting a uniform method.
4. Treatment of garbage and manure to prevent fly-breeding
5. The hygiene of foodstuffs, and, in particular, the problem of milk

These different problems were in 1931 brought to the attention of a meeting of Directors of Schools of Hygiene in Europe, which decided to undertake the studies recommended. A number of Institutions\* started work accordingly, each selecting those problems which appeared the most suitable, either from the medical or educational point of view

Thus all the subjects were taken up for study, although the contributions received from practically all the institutions dealt particularly with typhoid fever, milk, treatment of manure, and the fly problem. This preliminary stage of investigation was followed by special and more detailed study, and a conference of Directors of Schools and Institutes of Hygiene met in Geneva in April, 1935, with a view to discussing an appropriate plan of work. The practical aspect and interest of the plan was emphasised and further study was considered desirable to illustrate and complete the following points: fly control, the problem of milk and foodstuffs in rural areas.

In view of the proven value of the European Rural Hygiene Conference, the Indian Delegation, supported by that of China, proposed at the 1932 Assembly that an Inter-Governmental Conference on Rural Hygiene for Eastern countries should be convened as soon as circumstances permitted. The Health Committee having proposed that the Conference should be held in Bandoeng in August, 1937, in response

to the invitation of the Netherlands Government, the Council in October, 1935, accepted this suggestion. Preparations for this conference, at which the Governments of all but three of the Eastern countries will be represented, was entrusted to a commission of three members set up by a decision of the Council (January, 1936). This commission visited during the summer of 1936 India, Burma, Malaya, Siam, Indo-China, Philippines, the Dutch East Indies, and Ceylon. Their report has already been communicated to the countries concerned.

The documentary material prepared for the Conference includes national reports drawn up by the public health services of the participating countries and covering the various items on the agenda, namely :

- I. Health and Medical Services.
- II. Rural reconstruction and collaboration of the Population.
- III. Sanitation and Sanitary Engineering
- IV. Nutrition.
- V. Measures for combating certain diseases in rural districts.

Most Governments have already communicated the composition of their delegations, which comprise in most cases not only medical and health officers but also representatives of veterinary services, departments of sanitary engineering, agriculture and education.

As regards the American continent, at the seventeenth Assembly in 1936 a group of fifteen delegations recommended that a Conference on Rural Hygiene should be convened for countries in that Continent. This suggestion was approved by the Assembly, and the Council was requested to examine, with the collaboration of the competent Technical Organisations and the International Labour Office, the possibility of convening this conference at a date allowing of proper preparation. The Mexican Government has recently indicated its readiness to welcome the Conference in Mexico City. In view of the time required to prepare for a Conference of such importance, the Health Committee did not consider that it could meet before the end of 1938.

The European Conference in 1931 proposed that a new Conference on rural hygiene should be convened in five years' time to examine the results achieved and to adopt its recommendations to current problems and to the progress of public health technique.

The Bureau of the Health Committee, in taking up the question of the preparation for this further Conference, expressed its opinion

\* " Reichsgesundheitsamt " (Berlin); State Institute of Hygiene (Budapest); State Serum Institute (Copenhagen); Institute of Hygiene (Jassy); National School of Hygiene (Madrid); Institute of Hygiene (Nancy); Office of Social Hygiene of Meurthe-et-Moselle; State Institute of Hygiene (Prague); State Institute of Hygiene (Warsaw); Institute of Hygiene (Zagreb).

to the Council that, whereas at the 1931 Conference the various problems connected with rural life were approached more especially from the medical and health standpoints, subsequent enquiries had brought out more and more clearly the need for extending the scope to include more general considerations—that is, certain social and economic aspects of rural life.

"The health, social and economic aspects are, in fact, interdependent and, if truly practical, and not merely theoretical results are to be achieved, rural hygiene questions must be placed in their general setting—namely, that of rural life—while account must be taken of the factors of all kinds which come into play."

"It is indeed increasingly evident that to be successful in his efforts the hygienist cannot remain isolated in his field but must seek the collaboration of and endeavour intimately to coordinate his own work with that of all the various agencies concerned with the different aspects of a rural community's activities, the life of which represents one coherent whole.

#### *Housing*

The study of housing which was first started in 1931 as part of the investigations arising out of the European Conference on Rural Hygiene, did not fully develop until it was included in the plan of work adopted by the preceding Health Committee for its three-year term of office. Since then this study has passed through two stages: first, the collection of documentary material to illustrate the complexity of the problem and the multiplicity of solutions adopted; and, secondly, the creation of a Housing Commission instructed to propose a plan of study strictly within the scope of the Health Organisation. This plan, which was approved by the Health Committee and Council in January, 1936, while technical in character, is essentially practical in purpose; it aims at determining the principles of modern hygiene in regard to urban and rural housing and to placing at the disposal of administrations concerned all the documentary material which can facilitate the application of those principles.

The measures calculated to ensure the hygienic conditions in dwellings have generally been studied and put into practice by engineers, architects and town-planners, without however calling in the necessary aid of the public health officer. The creation of national commissions in a number of countries for the practical application of the Health Organisation's programme is recognised as being the first con-

structive step. In fact, this is the first instance of bodies being set up for the purpose of ensuring co-ordination between the strictly technical and public health aspects of a problem with the object of arriving at a common view and ensuring its practical application.

Modern housing hygiene must be based on a scientific analysis of the numerous factors affecting the comfort and the physical and mental well-being of the individual. The object is, therefore, in the first place, in the light of recent advances in physics, chemistry and physiology, to define human requirements in respect of each factor such as motion, temperature, humidity, air, luminosity, noise, etc. The next step is to select simple and accurate methods of measurement applicable not only in the laboratory but also in the field. Finally, methods of construction, heating, ventilation and lighting must be found which can be recommended as both economic and satisfactory from the point of view of bodily needs.

At its last session the Committee decided that the Housing Commission should meet in 1937 and that groups of experts should be consulted on the following questions: the hygiene of the environment, noise-abatement, lighting

In addition to the technical problems arising out of these questions, the Commission's programme of study deals with the administrative and legislative sides of the hygiene of housing, in particular, the organisation of housing inspection; it also covers urban and rural town-planning. In following out stage by stage the scheme laid down by the Health Committee, it will therefore be indispensable, after due preparatory technical study by all the various national commissions, to consult other groups of experts on such questions as: density of population, open spaces, gardens, parks, playing-fields, sports grounds, public beaches; campaign against smoke and air pollution, methods of water supply; stream pollution and disposal of refuse and garbage. The complete execution of this programme of study will require at least the period of the Health Committee's mandate.

The studies carried out so far under the auspices of the Health Organisation have shown that the problem of housing is not purely sanitary, social, hygienic, financial or architectural, but a combination of all these aspects. The last Assembly, at the suggestion of the Swedish delegation, expressed the opinion that it would be advisable to extend the scope of the studies undertaken with a view to

considering the various aspects of the problem as a whole; the Assembly therefore requested the Council to invite the Economic, Financial, and Health Committees and the International Labour Office to establish suitable collaboration in order to present a General Report to the next Ordinary Assembly.

#### *Physical Education.*

This problem was first raised before the Assembly in 1924 by the Delegation of Paraguay. Two years later the Czechoslovakian Delegation took similar action, and as a result the Assembly decided to invite the Health Committee to include an international study of physical education in its programme of work.

The Committee at that time, with a view to making in the first instance a survey of the problem submitted to it, entrusted Professor Piasecki of Poznan with the study of the physical education movement and the policy followed in this field by different countries. In his report Professor Piasecki first described the various national methods of physical education, then the training of instructors, and finally discussed problems such as the psychological repercussions of physical exercise, their adaptation to individuals, comparative value, etc.

In 1931 a group of experts presided over by Dr. D. Ottolenghi, of Bologna, was consulted by the Health Committee as to a programme of international study and recommended *inter alia* that research should be made into the effect on the organic functions of muscular work, particularly that of a heavy and fatiguing kind. Experiments were carried out for two years (1932-33) by Professors Krogh, Lindhard, and Christensen with three trained athletes who were subjected to muscular work prolonged to exhaustion point. Observations covered the thermo-regulation, the respiratory exchanges, influence of dietary, renal functions, and led to important conclusions in regard to the training of athletes.

With a view to bringing to a close this exploratory phase of study of a problem which was becoming of increasing interest to public health services, as effecting the well-being and evolution of the population, a detailed memorandum was drawn up with the approval of the Health Committee's Bureau (October, 1935) concerning the problem of physical fitness considered from such aspects as physiological, pathological, psychological, educational, athletic and social. This report, compiled by Dr. C. Wroczyński, under the title of "Physical Fitness and Health," will be published shortly in the Health Organisation's Bulletin.

The Health Committee now considers that work in this field can only adequately be pursued by appointing a commission of physiologists to formulate the scientific bases of rational physical education, adapted to different ages. The International Labour Office has already constituted a committee of corresponding members on "Workers' Spare Time," of which a section will examine physical fitness questions and the methods of collaboration between the Office and the Health Organisation in this field have been settled by mutual agreement.

#### *Nutrition.*

Since 1925 the Health Organisation has been engaged in the study of nutrition in its relation to public health, the preceding Health Committee, in 1934, included in its three-year programme the drafting of a General Report on the problem of nutrition, and entrusted this task to Drs. W. R. Aykroyd and Etienne Burnet. This Report, intended primarily for public health administrations, defines the rôle of nutrition in public health and preventive medicine; it served as a basis for discussion when, at the Sixteenth Assembly, twelve delegations requested the inscription of this problem on the agenda.

On the proposal of the Australian Delegate, the Assembly recommended that the Health Organisation should continue and develop its work on nutrition in collaboration with the Technical Organisations of the League, the International Labour Office, and the International Institute of Agriculture; at the same time the Assembly decided upon the creation of a Mixed Committee of experts in agriculture, economics and public health, with the mandate of presenting a General Report to the next Assembly on the problem of nutrition in its public health and economic aspects. The Nineteenth International Labour Conference (1935) adopted a similar recommendation.

In October, 1936, the Health Committee, having considered the Burnet-Aykroyd Report, decided to set up a Technical Commission on Nutrition. This Commission, at its first session in London in November, 1935, laid down the physiological bases of nutrition and established the food requirements of human beings during their growth, from conception until adult age. With a view to the application of the recommendations of the Committee in different countries and their adaptation to varying geographic, economic, and social conditions, the Report was communicated to learned societies and social study institutions in various countries (Academies of Medicine, Academies

of Science, scientific bodies, national commissions specially set up for collaboration in nutrition studies of the League of Nations).

At its second session held in Geneva in June, 1936, the Technical Commission examined the observations communicated by various bodies, and revised and amplified its London Report in certain respects. This revised Report was communicated to the Mixed Committee, in conformity with the Assembly's resolution in 1935, and was included in that Committee's report to the 1936 Assembly.

The Report of the Technical Commission recommended for further study a list of problems as follows:

(a) Assessment of the nutritional state of children.

(b) Nutritive food requirements during the first year of life

(c) Minimum vitamin and mineral requirements

(d) Minimum fat requirements.

(e) The nutritive and "supplementary" values of the different protein-containing foods, to determine to what extent and in what forms animal protein is necessary for growth and health

(f) The relative nutritive value of different cereals according to the degree of milling

(g) The extent to which the increasing consumption of sugar is detrimental to health

(h) Influence of climate on food requirements,

(i) The extent to which diets in common use fall below the standards recommended in this report

(j) The optimum amounts of milk required at different ages.

The study of questions (a) and (b) was considered by two consultations of physiologists and pediatricians (December, 1936), representing the national agencies to whom the Technical Commission's report had been submitted.

As regards the methods of assessment of the nutritional state of children, the experts recommended different types of survey in accordance with the number of children to be examined. The first type is applicable to the state of nutrition of large groups of children; it is limited to a record of age, sex, physical appearance, weight and height. The second type of survey involves more extensive tests applied to smaller groups of children. In addition to the tests under Type 1, a thorough medical examination is recommended as well as an economic and social survey of the family and

a study of the dietary of the child. The third type of enquiry, biotypological in character, aims at studying the disturbances affecting the human body owing to a quantitatively and qualitatively deficient diet. The latter type will include various somatometric and physiological measurements, bearing upon the different bodily functions, as well as blood and sensorial measurements and psychological tests

Several of these different types of study are being carried out in Belgium, France and the Netherlands; others are contemplated in Sweden, Czechoslovakia and Austria, and will deal with 50,000, 10,000 and 20,000 children respectively. Finally, surveys of the first and second type have been going on for some time in the United States, the United Kingdom, Poland and Norway.

A close study is being made of the food requirements during the first year of life. The problems involved have been submitted to the learned societies and scientific bodies in several countries, which, in some instances, have nominated special commissions or rapporteurs for the purpose.

Finally, a general study should be made of the problems under (h) and (i) in order to consider, on the one hand, the extent to which *diets in common use fall below the standards recommended in the report of the Technical Commission*, and, on the other, what are the differences observed as regards the state of nutrition of people in different countries or in different regions of the same country. Should such differences be found, it would be necessary to determine whether they are essentially due to the influence of climate.

The work of the Technical Commission on Nutrition has aroused interest both in the medical world and outside it. The agenda of the Inter-Governmental Conference on Rural Hygiene in the Far East includes items inspired by the Commission's first report on the physiological bases of nutrition, such as the composition of *diets in common use*, nutritive value of the principal foods, deficiency diseases, the method of their investigation having to be adapted to local contingencies. Likewise the Commission's recommendations will be followed in the action following on the study made by Professors Dragoni and Burnet in 1935 in regard to popular nutrition in Chile; the report of these experts is now in the hands of the Chilean Government, and a condensed version of the document will be published in the next issue of the Health Organisation's Bulletin.

Problems concerning nutrition cannot fail to

figure prominently in the agenda of the Conference on Rural Hygiene in American countries, or in that of the European Conference on Rural Life, both of which will in all probability be held during the mandate of the present Health Committee. In this case also the recommendations of the Technical Commission will exert their influence.

The procedure followed up to the present in the study of nutrition by the Health Organisation has produced valuable results in a comparatively short space of time. Since, therefore, it has proved its worth, there is no reason to modify it. Thus the Technical Commission will remain the pivot of all activity in this field. For specific studies it will, as in the past, have the benefit of the collaboration of groups of specialists or can apply for authoritative opinions to national authorities, leading scientific institutions, learned societies, institutes, and schools of hygiene—the latter carrying out certain field studies on behalf of the Commission.

The members present at this session were: Surgeon-General Cumming (United States); Professor Durig (Austrian); Colonel Cotter (India), replacing Colonel Russell; Dr. Hojer (Swedish), replacing Dr. Madsen; Dr. Morgan (British), accompanied by Dr. Goodman; Professor Parisot; Dr. Szulc (Polish); Dr. Tsurumi (Japanese), Associate Member.

## 2. ECONOMIC AND FINANCIAL ORGANISATION

### (a) *The International Sugar Conference.\**

The International Sugar Conference convened by the Secretary-General of the League on behalf of the Bureau of the Monetary and Economic Conference (London, 1933), was opened in London on April 5th by Mr. J. Ramsay Macdonald, Lord President of the Council, in his capacity as President of the Monetary and Economic Conference.

Twenty-two countries were represented, namely: Union of South Africa, Australia, Belgium, Brazil, United Kingdom, Canada, China, Cuba, Czechoslovakia, United States of America, Dominican Republic, France, Germany, Haiti, Hungary, India, Netherlands, Peru, Poland, Portugal, U.S.S.R., Yugoslavia. Japan was represented by an observer.

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In his inaugural speech Mr. Ramsay Macdonald described the situation in respect of sugar production as follows:

\* See Monthly Summary, Vol. XXII., No. 3, page 56

"We are met to consider whether something can be done towards removing the troubles which have beset the world's sugar producers for many years. To-day the position is much better than it was, say, four years ago, production has been brought to a reasonable relation with consumption; stocks have been reduced to manageable proportions and world prices have apparently, for the first time for many years, taken a definite upward trend in the last few months. But production in some of the greatest sugar-producing countries remains at only about 50 per cent. of its former level. In many others production has been sustained only by special measures of assistance which remain a heavy burden on Government finances or on sugar consumers. There still is in the world a capacity to produce far in excess of the present demand. The improved world price is still only just remunerative to the cheapest producers and, while unused capacity exists and is ready at any moment to be freed, there can be no security of obtaining even that modest return.

"Many of the past difficulties of the industry have been due to lack of certainty as to what world production was going to be, and a failure to co-ordinate the sugar policies of different countries. It seems to me therefore that perhaps the best service that can be rendered now to the world's sugar industry is to give it some assurance of stability and order. That, I think, should be the fundamental object of an Agreement.

"It is owing to the decisive influence of State action that this Conference is composed of delegates of Governments not of the producers themselves. Too many factors are involved for it to be possible for the terms of an effective sugar regulation agreement to be settled by producers alone. It is necessary to add to a mere regulation of supplies some provisions designed to prevent further disturbance by further unco-ordinated Government intervention.

"But while we are aiming primarily at safeguarding producers against disastrously low prices, we have to remember the interests of consumers. The United Kingdom is itself a very large consumer and we are naturally not in favour of anything being done to raise prices above a just economic level. We seek to bring order into the industry so as to be fair to both producers and consumers. In considering this problem we should not forget that to-day consumption is kept down in some countries by the maintenance of high retail prices."

After having referred to the World Monetary and Economic Conference, held in 1933, Mr. Macdonald recalled the circumstances in which the present Conference had been summoned. He defined its objects as follows:

"To secure an international agreement for the maintenance of a reasonable balance between supply and demand on the world market by undertakings being given:

"(a) on the part of those countries which do not at present export to the free market (whether they import or are self-sufficient, or export to a preferential market) that they will

regulate their production or exports so as to maintain the free market at as high a figure as possible;

"(b) on the part of countries supplying the free market, that they will regulate their exports so as to keep supplies at a level appropriate to the probable demand;

"(c) on the part of all countries that if and when prices on the free market rise to an economic level, they will do what is possible to adjust protective duties, subsidies, etc., so as to prevent their internal prices rising to a point which would check consumption and stimulate new production and thus defeat the object for which we are working."

Mr. Macdonald ended by setting forth the lines on which, in his opinion, the Conference should pursue its work. These were approved by the Conference.

After M. Colijn (Netherlands) had made a short speech, in which he thanked the British Government for its hospitality, the Conference decided to maintain Mr. Ramsay Macdonald as its President and elected Mr. Ormsby Gore, Secretary of State for the Colonies, as Vice-President. It then appointed its Bureau which, in addition to the President and Vice-President, included the first delegates of France, the United States of America, Germany, the Netherlands, Cuba, Poland and Czechoslovakia, as well as M. Beauduin, delegate of Belgium, in his personal capacity as President of the International Sugar Committee.

In the course of a general discussion various delegates explained the situation in the countries they represented. The Conference then requested a Committee of Statistical Experts, presided over by M. Sachs (Poland), to check the statistical data furnished. This Committee began by drawing up an estimate of the needs of what is known as the free market, *i.e.*, the whole of that part of the sugar market which is not reserved either for national production or for production for export to a preferential market. This estimate was intentionally made as low as possible.

The Conference also set up a Committee, under the chairmanship of M. van Gelderen (Netherlands), to consider various questions of a general character regarding sugar. It requested a group of experts, presided over by M. Beauduin (Belgium), to consider the organisation of such permanent bureau as may eventually be set up to supervise the application of an international convention regarding sugar.

Finally, the Conference requested a small committee, known as the Negotiating Committee, to get into touch with the various delegations with a view to drawing up a plan

for the allocation among exporting countries of the supplies available for the free market. This Committee was composed of Mr. Ramsay Macdonald (who was replaced, when necessary, by Mr. Ormsby Gore), M. Spinasse, French Minister of National Economy; Mr. Norman H. Davis, President of the American Delegation, and Dr. Alphons Moritz, Ministerial Director of the German Ministry of Food and Agriculture. The negotiating Committee is endeavouring to obtain general agreement both as regards the conditions necessary for the maintenance of the free market and the allocation of imports on this market.

An account of the work of the Conference will appear in the forthcoming issue of the *Monthly Summary*.

#### (b) *Work of the Financial Committee.*

The Financial Committee held its sixty-fourth session in Geneva from April 24th to 30th under the chairmanship of M. Dayras (French).

The Committee considered, in the first place, a number of technical issues; questions relating to the falsification of documents of value, problems of a financial character to be included in the agenda of a future conference on rural life, and the participation of the Financial Committee in the preparation of a report on urban and rural housing.

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*Falsification of Documents of Value*—The attention of the Committee had recently been drawn once more to cases of falsification of documents of value: shares, bonds, coupons, cheques, letters of credit, bills of exchange, etc.

At the Council's request to consider the desirability of preparing an international convention for the suppression of counterfeiting securities, similar to that regarding currency adopted in 1929, the Committee had already solicited the opinion of various competent bodies. Further, acting on its proposal, the Council asked Governments for information regarding their legislation. Some thirty-five Governments replied, and the Committee requested the Minister of Roumania at The Hague, M. Pella, who took a prominent part in drafting the 1929 Convention, to study these replies on its behalf. In a report which the Committee considered, M. Pella explained the legal issues as they emerged from the information supplied by Governments. He pointed out the gaps in the various national legislations, and the imperfections of the extradition treaties which hindered the co-operation of States for the prevention and suppression of the

falsification of documents of value. In his view the aims to be attained should be:

(1) to make charges of falsification of certain documents of value uniform;

(2) to improve the present formulas of international penal law (this has been done in regard to the Convention for the Suppression of Counterfeiting Currency);

(3) to ensure the equality of penal protection without distinction between foreign or national documents of value.

He remarked that the ground had already been cleared and that the framing of a convention to meet this purpose would not encounter the difficulties experienced in connection with other conventions on penal law. In reality it was merely a question of determining what documents of value should be internationally protected. He suggested that, by a protocol to be added to the Convention for the Suppression of Counterfeiting Currency, documents of value might simply be included in that Convention, all the other texts already established being thus brought into play in respect of them.

In the light of the evidence at its disposal, the Committee reached the conclusion that international action with a view to preventing fraud of this sort was likely to prove of value. To this end it suggested that the Council appoint a small committee of lawyers who, together with one or two members of the Financial Committee, should prepare a detailed report on the question and, if possible, a draft convention or protocol to the existing Convention with reference to the counterfeiting of currency. In the meantime, the Committee proposed to ascertain what technical precautions and measures were being taken to check or prevent falsification and, if necessary, deal with this aspect of the question in a subsequent report.

#### *Rural Life.*

The Financial Committee considered the report adopted by the Council in January last with reference to the proposed conference on rural life. As no final decision concerning this conference had yet been reached, it thought that its observations should be confined to indicating those questions of a financial character likely to interest rural communities. The experience of recent years showed that the systems of agricultural credit in many countries had been particularly vulnerable to the shock caused by the wide fluctuations in the prices of agricultural products. The Committee suggested,

therefore, that an enquiry into national agricultural credit systems, with a view to laying down certain fundamental principles, might yield favourable results. Such an enquiry should cover mortgage legislation and co-operative credit systems, and might with advantage be accompanied by a parallel investigation into agricultural insurance.

#### *Housing*

By a resolution of October 8th, 1936, the Assembly asked the Council to invite the Economic and Health Committees and the International Labour Office to enter into collaboration with a view to submitting at its next ordinary session a general report on the question of urban and rural housing.

After having studied this question, the Committee came to the conclusion that, in so far as this problem was not one of public health, it was primarily one of economic policy. It accordingly requested two of its members to assist the Economic Committee in the preparation of the report in question.

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The Committee also reviewed the financial situation of Austria, Bulgaria and Hungary, in the presence of representatives of their respective Governments. It noted with satisfaction that a considerable financial and economic improvement had recently taken place in these countries.

This session of the Committee was attended by: M. Dayras (French), Chairman, M. Bramsnaes (Danish), M. Ter Meulen (Netherlands), M. Mlynarski (Polish), Sir Otto Niemeyer (British), Dr. Pospisil (Czechoslovak), Mr. Riefler (American), M. Blau (Swiss).

#### *(c) Work of the Committee of Statistical Experts.*

The Committee of Statistical Experts met in Geneva from April 19th to 24th, with M. Huber (French) in the chair.

The Committee first dealt with the recommendations of the Statistical Conference of 1928, bearing on the census statistics of the occupied population. In view of the fact that the next census of the occupied population will be taken in most countries in 1940 or 1941, the Committee drew up a minimum programme based on the idea that countries, though desirous of maintaining their national definitions and classifications for their own requirements and purposes of comparison with previous censuses, should be asked to provide within their national system such details as would allow of the compilation

of supplementary tables complying with a uniform international scheme.

The Committee therefore submitted a definition of the "gainfully occupied population" and suggested which groups of the population should be shown separately. It further prepared an international minimum nomenclature of branches of economic activity and a classification by personal status, to serve as a basis for the grouping of occupied persons.

Before submitting definite recommendations the Committee proposed that the Secretary-General should obtain the comments of Governments on this programme.

The first volume of statistics of international trade in 1935 in certain raw materials and foodstuffs by countries of origin and consumption, has now appeared. It was prepared in accordance with a resolution of the council of May 14th, 1933. In the light of the experience acquired, the Committee thought it useful to revise the instructions which had served as a basis for collecting these statistics. It recommended accordingly that the amended instructions be communicated to Governments early enough to be taken into account for the transmission of data in respect of 1937 and for the collection of data for 1938.

The Committee reviewed the work done by its Sub-Committees on financial statistics and price statistics and decided to make a study of price and quantum indices of international trade.

The meeting was attended by: M. Huber, Chairman (French), M. Brueschweiler (Swiss), M. Cohn (Danish), M. Dore (Italian), M. Durand, (American), Sir Alfred Flux (British), M. Jahn (Norwegian), M. Morgenstern (Austrian), M. Szturm de Sztrem (Polish). The International Institute of Agriculture was represented by M. Dore and the International Labour Office by MM. Guye, Lindberg, Woodbury.

#### (a) Customs Tariff Nomenclature

The Sub-Committee of Experts instructed to prepare a unified customs tariff nomenclature met in Geneva on April 20th with M. Fighiera (French), in the chair.

The agenda included the revision of the draft unified customs tariff nomenclature in respect of the section dealing with textile products and the establishment of rules for the classification of composite goods.

The draft unified customs tariff nomenclature is the outcome of a resolution adopted by the International Economic Conference

of 1927. With a view to rendering customs tariffs more comparable, the Conference asked the Economic Committee of the League to draw up a common nomenclature, which might be employed for all customs tariffs.

The Economic Committee entrusted this task to a Sub-Committee of Experts. The Sub-Committee was, at first, composed of the representatives of five countries—Belgium, Czechoslovakia, France, Germany, Italy. Later, members from Hungary and Switzerland were added, and finally an eighth member from Sweden.

During its early sessions, the Sub-Committee of Experts determined the bases upon which an international customs tariff nomenclature should be drawn up. In principle, they considered that this nomenclature should be made as simple as possible, so as to be readily comprehensible even to the layman. They decided to observe the following rules in drawing up the customs nomenclature.

1. The international customs tariff nomenclature should take account of the general divisions which science and industry have established with regard to both natural products—animal, vegetable and mineral—and products of industrial processes.

2. These products should be classified by proceeding from the simple to the composite, that is, by beginning with raw materials and ending with finished products.

3. Products of the same industrial process should, as far as possible, be included in the same chapters and in the same sections.

4. The international customs tariff nomenclature should be capable of adaptation to the internal economy of every country.

Basing their work upon these principles, the Sub-Committee of Experts established a draft outline nomenclature. In this they inserted, in their logical order, all the natural and manufactured products which form part of international trade.

The experts had to show in their nomenclature everything produced, everything consumed, and all goods entering trade throughout the world. All these commodities were divided into twenty sections and eighty-six chapters. Within each chapter, the commodities are classified methodically; first come the main sub-divisions, each of which is given a tariff number, making ninety-nine numbers in all. Where further specifications are required these form secondary sub-divisions. There may be two or three such sub-divisions and, in quite exceptional cases, four.

In cases where it does not seem necessary to maintain these sub-divisions in the nomenclature of a particular country, they may be suppressed. They can, on the other hand, be extended by further supplementary sub-divisions in cases where this is necessary.

The authors of this unified customs tariff nomenclature had not only to solve the various problems which arose in drawing up their draft classification. There were also questions of principle, for which the most uniform solution possible had to be found. One of the most important of these was that presented by the question of composite goods; that is to say, commodities into whose production have entered products which are themselves subject to different rates of tariff, and commodities whose classification is affected by other considerations, such as, for example, the condition in which they are shipped, or the way in which they are packed.

The very considerable work involved in drawing up this classification of goods has been going on continuously since 1927. The experts drew up their first classification in 1932, and the Governments of States Members and non-Members of the League were consulted with regard to its provisions. The replies and proposals sent to the Secretariat as a result of this consultation have been employed in the general revision of the draft framework which the experts have just completed.

\*Two volumes have already been published on this subject; one containing the unified customs nomenclature itself, and the other explanatory notes. A third volume will now be prepared containing the latest results of the experts' work. These documents will be communicated to the Economic Committee and the League Assembly. They represent a practical result of the work of the 1927 Economic Conference.

This classification, which has required some ten years' work, will furnish a useful basis for the preparation of many systems of customs tariffs. Already a number of countries are preparing to revise their tariff schedules on the basis of the international customs tariff nomenclature.

The following took part in the work of this session: M. Fighiera (French), M. Magnette (Belgian), M. Comte (Swiss), M. Ferenczi (Hungary), and M. Fial (Czechoslovak).

### 3. MEETING OF THE MIXED COMMITTEE ON NUTRITION.

The Mixed Committee on the Problem of Nutrition met in Geneva from April 12th to

17th, under the chairmanship of Lord Astor (British).

The Chairman paid a warm tribute to the memory of M. Jules Gautier, Vice-Chairman of the International Commission of Agriculture, Paris, and member of the Mixed Committee on Nutrition, who died recently, and whose name had been associated for years past with the efforts made in the international field to solve the various problems of agriculture.

The Committee considered a report submitted by the Secretariat as a basis for discussion dealing with: recent trends in food consumption habits; recent trends in agriculture; food prices and nutrition; income, education and the standard of nutrition; the present state of nutrition.

The Committee also examined a report presented by M. Queuille (French), as rapporteur, on the proceedings and conclusions of the first meeting of the representatives of National Committees on Nutrition, which met in Geneva last February.

After an exchange of views on the various aspects of the problem of nutrition, the Committee agreed on certain broad conclusions to be embodied in its final report. The text of this report will be approved by its drafting committee, which will hold its final meeting next June.

The session was attended by the following members: Lord Astor, Chairman of the Milk-in-Schools Advisory Committee (British); M. Augé-Laribe, Delegate of France and its Colonies to the International Institute of Agriculture (French); M. Bramsnaes, Director of the Danish National Bank (Danish); Dr L. Feierabend, Chairman of the State Grain Monopoly (Czechoslovak); M. Fudakowski, member of the International Economic Committee of Agriculture (Polish); M. de la Loma, Chief of the Statistical, Economic and Political Section at the Ministry of Agriculture (Spanish); M. Marcovic, Director-General of the *Société anonyme privilégiée pour l'exportation des Produits du Royaume de Yougoslavie* (Yugoslav); Professor E. V. McCollum, Professor of Biochemistry, School of Hygiene and Public Health, John Hopkins University (American); Mr. F. L. McDougall, Economic Adviser to the Australian Government in London (Australian); Professor E. Mellanby, Secretary-General of the Medical Research Council (British); Mr. E. G. Nourse, Director of the Institute of Economics, Brookings Institution, Washington (American); M. Queuille, Senator; former Minister of Agriculture and former Minister of Public Health (French); M. Van Rijn, Vice-President of the

International Institute of Agriculture at Rome (Netherlands), Miss Charlotte Whutton, Director of the Canadian Welfare Council (Canadian);

Miss Farth Williams, Chief of the "Cost-of-Living Division," Department of Labour, Washington (American).

### III.—SOCIAL AND HUMANITARIAN QUESTIONS.

#### I. PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

##### *Meeting of the Advisory Committee on Social Questions.*

The Advisory Committee on Social Questions has succeeded to the Advisory Committee for the Protection and Welfare of Children and Young People, which comprised two Committees, the Committee on Traffic in Women and Children, and the Child Welfare Committee. The first session of the Advisory Committee was held in Geneva from April 15th to May 1st, 1937, under the chairmanship of Dr Estrid Hein, representative of Denmark.

The former Advisory Committee was composed of government representatives from fifteen countries, assessors representing twenty-one international organisations, and two assessors acting in their personal capacity. The reorganised Committee is composed of government representatives only. The Council of the League renewed the mandate of the Governments represented on the Advisory Committee and invited six others to be represented. There are, therefore, twenty-one government representatives on the new Advisory Committee. Four vacant seats will be filled later. The system of liaison officers has been maintained.

Under the new regulations governing the Committee's work, the Chairman and Vice-Chairman are no longer appointed according to the alphabetical order of their countries, but are elected.

Under its new constitution the Committee, when engaged in studying some specific problem, may invite experts having special knowledge of the matter in hand to take part in its work. During the recent session nine such experts were appointed.

The Committee's agenda bore on: the normal life of the child in the family; erring and delinquent minors, traffic in women and children.

##### *The Normal Life of the Child in the Family*

The Committee studied, in its various aspects, the normal life of the child in the family, and took note of the detailed reports furnished by twenty-nine Governments on measures taken during the past year to advance child

welfare. It is apparent from these reports that States are becoming increasingly conscious of their responsibility for the welfare of children and for family life as a vital factor in national prosperity. This was shown not only in important new measures taken in a number of countries for the more effective protection of children, but also in a marked tendency on the part of States to assume wider and more general responsibility for the health and welfare of the population as a whole.

The Committee drew attention to the provision made in a large number of States for the preservation of home and family life. It noted that efforts for child welfare had been directed towards assisting the child and the family in its own home, rather than towards placing the child in the hands of strangers or in an institution, and making it live away from its family. Several delegates reported on recent measures taken in their countries with this end in view. The Chinese delegate drew attention to a development of the Mui Tsai system, under which children of necessitous families are placed with foster parents, who pay an indemnity for the transfer.

The Spanish delegate expressed her country's appreciation of the spontaneous assistance rendered by certain countries to needy children in Spain.

The Committee also dealt with the problem of housing, a question of importance not only from the point of view of public health, but even more from that of the welfare and moral well-being of the child and the family. Reference was made to the importance of physical education, to the development of sport, and to the need for medical supervision in certain cases.

The Committee discussed the social aspects of health and nutrition, and heard an interesting report by the liaison officer with the Health Organisation, Dr. Parisot (French). It decided to make a more detailed study of the social aspects of the problem of nutrition.

The Liaison officer with the International Labour Office described the efforts made by the International Labour Organisation to ensure the welfare of children and young people by means of minimum standards governing their admission to gainful employment, and the

recommendations made in 1935 by the International Labour Organisation in regard to unemployment among young people

Finally, the Committee discussed the influence of the cinema on the child. It considered the question of special films for young people and, in this connection, reviewed the activities of the International Educational Cinematographic Institute in Rome.

#### *Erring and Delinquent Minors.*

This problem was studied by the Child Welfare Committee as early as 1925. Between 1925 and 1936 a good deal of information on the subject was collected. The Advisory Committee had before it a report prepared by a Sub-Committee, dealing with the principles applicable to juvenile courts and similar institutions, their auxiliary services and institutions for delinquent minors.

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The Advisory Committee reviewed the whole field of its activity and drew up a programme of future work

With regard to the traffic in women and children, the Committee decided to continue the work of the former Traffic in Women and Children Committee in every respect, including that dealing with obscene publications. It declared that child welfare could not be considered apart from that of the family, and that it was impossible to dissociate the protection of minors from measures of social assistance. It decided that its work to be of value to Governments must take into account modern tendencies in the field of social welfare.

#### *Traffic in Women and Children.*

The report of the Director of the Social Questions section recorded the satisfactory progress of legislation in this field during the past year.

The 1933 Convention for the Suppression of the Traffic in Women of Full Age has received new ratifications. This Convention, which came into force in 1934, has now been signed on behalf of thirteen Governments and has received twenty-one ratifications or accessions.

The Director's report also points to satisfactory progress in respect of measures for the rehabilitation of adult prostitutes, and describes the work accomplished by the voluntary organisations in this connection during the past year.

The Advisory Committee noted the information supplied by Governments for 1935/1936, on the basis of a questionnaire on the traffic

in women and children. In spite of the appeal made by the Assembly for more effective collaboration, information on traffic in women and children and on obscene publications had been sent in by fewer countries than in previous years.

The reports submitted by the voluntary organisations bore upon the rehabilitation of prostitutes, workers in domestic service, the necessity for more effective supervision of modern forms of transport, some of which involve special dangers for girls and young women travelling alone.

The Committee expressed its satisfaction at the progress in the abolition of licensed and tolerated houses in several countries. It noted the new Argentine law for the prevention of venereal disease, the bill on the abolition of licensed houses and the treatment of venereal disease submitted to the Uruguayan Parliament, and the French draft law on the prophylaxis of venereal disease, which constitutes an important step towards the abolition of licensed houses.

The Committee approved the results obtained by the Conference of Central Authorities in Eastern Countries held at Bandoeng (Java) in February, 1937.\*

The Committee stressed the importance of creating a bureau of the League of Nations in the East to receive regular reports in regard to traffic in women and children. It observed that such a bureau would assist materially in concentrating efforts for the suppression of the traffic in women and children.

The Committee also discussed the problem of the rehabilitation of prostitutes and preventive measures, with special reference to minors.

Finally, it discussed the suppression of the exploitation of prostitution by third parties. The Traffic in Women and Children Committee decided last year that the time had come to proceed with the negotiation of a new international convention for the suppression of the exploitation of prostitution. It was recognised that the four existing international conventions deal only with certain aspects of the problem of traffic in women, and that they need to be supplemented by other provisions, in particular by measures designed to suppress the activities of *souteneurs* and all persons concerned in the keeping of brothels.

A Sub-Committee studied this problem in detail between the 1935 and 1936 sessions

\* See Monthly Summary, Vol. XVII., No. 2, page 26.

On the basis of its report the Traffic in Women Committee recommended that a new convention should be framed upon abolitionist principles. A first draft of the proposed convention was adopted and communicated by the Council to Governments of States Members and non-Members of the League.

Replies had been received from thirty-seven Governments. Almost all of these declared themselves in favour of the purpose and essential principles of the draft Convention, but some made objections to the wording of some of the articles.

The Committee was unable to conclude its examination of the draft articles in the light of the observations submitted by Governments and decided to entrust this task to a Sub-Committee. It decided, however, to request the Council to submit the proposed Convention to Governments of States Members and non-Members in the course of the present year, for further consideration, and to place on the agenda of the ordinary session of the Assembly in 1938 the question of summoning an inter-Governmental Conference for the conclusion of a convention for the Suppression of the Exploitation of Prostitution by Third Parties.

The following took part in the Committee's work. Dr. Estrid Heim (Chairman), (Denmark), M. Ruiz-Giménez (Argentine), M. de Veyga (Argentine), Count Carton de Wiart and M. Isidore Maus (Belgium), Mr. S. W. Harris and Mr. J. A. R. Plimlott (United Kingdom), Miss Charlotte Whitton (Canada), M. E. Gajardo and M. García Oldini (Chile), M. Hoo Chi Tsai and M. Hsu (China), Madame Mathilde Huici (Spain), Mr. Henry B. Hazard and Mr. Curtis Everett (United States of America), Count Clausel, M. G. Bourgois, Professor Bourguin and Mlle. Suzanne Serin (France), M. B. Johan (Hungary), Lady Abdul Qadir (India), M. Yokoyama and M. Kanayama (Japan), M. Isidro Fabela and M. Tello (Mexico), M. H. de Bie (Netherlands), Dr. Chodzko and Mme. Woytowicz-Grabinska (Poland), M. V. V. Fella and Princess Cantacuzene (Roumania), M. Camille Gorge (Switzerland), M. Tahir Seymen (Turkey), M. Guani and M. Benavides (Uruguay), Mr. Johnston, Liaison Officer with the International Labour Office and Professor Parisot, Liaison Officer with the Health Organisation.

## 2. SLAVERY

### *Meeting of the Advisory Committee of Experts.*

The Advisory Committee of Experts on Slavery held its fourth session in Geneva from April 5th to 10th. M. Marchand (French) and

Sir George Maxwell (British) were elected President and Vice-President respectively.

The Committee examined various documents communicated by Governments since its last session and certain memoranda submitted by some of its members. Among the questions dealt with were: the 1926 Slavery Convention; slave raids; the slave trade and captured slaves; born slaves; and other institutions such as serfdom debt, slavery, peonage, etc.

The Committee drew up a report on these matters which will be submitted to the Council at its forthcoming session.

The Committee was attended by: M. Louwers, Colonial Adviser to the Belgian Ministry of Foreign Affairs, Secretary-General of the International Colonial Institute; M. Marchand, Governor of Colonies, formerly Commissioner of the French Republic in the Cameroons under French mandate; Sir George Maxwell, formerly Secretary-General of the Government of the Federated Malay States; M. Nelitzell de Wilde, Chief of the Legal Section and of the Section of League of Nations Affairs of the Netherlands Colonial Ministry; Madame de Palencia, Spanish Plenipotentiary Minister in Sweden.

## 3. TRAFFIC IN OPIUM.

### *(a) Meeting of the Permanent Central Opium Board.*

The thirtieth session of the Permanent Central Opium Board was held at Geneva from April 12th to 16th under the Chairmanship of Mr. A. Lyall (British).

The Board re-elected Mr. Lyall as Chairman and Mr. May as Vice-Chairman, and welcomed a new member, Dr. Saens (Uruguayan).

It noted the discrepancies between statistics of imports and exports for the last quarter of 1936 were examined and the Progress Report of the Secretary. This report points out that the Geneva Convention of 1925 and the Limitation Convention of 1931 have so far been ratified respectively by fifty-three and sixty-one countries.

The Board then discussed the question of the diacetyl morphine contained in certain pills which were seized at Macao between 1930 and 1933, and which the Portuguese Government states it has placed in the Macao criminology museum. The Board decided to propose that the pills should be destroyed.

Certain questions came up for consideration concerning the application of the Limitation Convention, which still gives rise to difficulties.

which are brought before the Board at each session

The following were present at the meetings. Mr. L. A. Lyall (British); Sir Atul Chatterjee (Indian); M Kusama (Japanese); Mr Herbert L. May (American); M D Milicevic (Yugoslav); Professor Tiffeneau (French); and Dr. Saens (Uruguayan).

(b) *Entry into Force of the Bangkok Opium Agreement.*

The Bangkok Agreement on the Suppression of Opium Smoking in the Far East\* came into force on April 22nd, 1937.

It provides for strengthening the provisions of the Geneva Opium Convention of 1925, aiming at the gradual suppression of opium smoking, and stipulates, *inter alia*, that the retailing and distribution of opium for smoking purposes shall take place only from Government shops or under Government supervision. It further prohibits opium smoking by persons under twenty-one years of age and lays down that prepared opium may be sold by the Government monopolies for cash only. Governments have also accepted an obligation to provide severe penalties, including a term of imprisonment, for any person aiding or abetting the smoking of opium by persons under twenty-one years of age.

The Final Act signed at the Bangkok Conference contains a number of recommendations on such questions as the limitation of poppy cultivation, the licensing and rationing of smokers, or at least their registration, measures for discouraging opium smoking, preparation and communication to the League of a special opium revenue account, increased penalties for illicit traffickers, measures to be taken by Governments to facilitate the curing of opium smokers, scientific research into the physiological and psychological effects of such smoking, and the submission of special annual reports to the League concerning the opium smoking situation.

This Agreement has now been ratified by all Governments parties to it, namely, the United Kingdom, for the British Malay States and Hong-Kong, Burma, the Netherlands, for the Netherlands Indies, Siam, France, for Indo-China, Portugal, for Macao, and Japan for Formosa and the Kwantung Leased Territory

#### 4 REFUGEES.

##### *Nansen International Office for Refugees*

The Governing Body of the Nansen Inter-

national Office for Refugees met in Geneva on April 28th and 29th, under the chairmanship of M. M. Hansson (Norwegian).

The Chairman submitted an account of his journey to Syria and Lebanon, and of the work undertaken by the Office to establish Armenian refugees in these countries.

The Chairman had taken advantage of this mission to visit Greece on his return journey. He pointed out the unhappy position of a great many Armenian refugees who had been living in quarters which the Greek Government had decided to demolish. Some 2,500 Armenian families would be affected by this measure; of these five hundred were entirely without means, and one thousand two hundred unable to meet the full cost of a new establishment. Certain funds had already been collected for their benefit. The Governing Body approved an allocation of 10,000 Swiss francs for these refugees.

The Governing Body was glad to note that the evacuation of refugees from the Saar to Paraguay was proceeding normally, and that more than a hundred refugees had been established there. With very few exceptions these refugees had spent all their savings, but there seemed to be every indication that they would become self-supporting in the near future. Plans were being made for the despatch of another group, which would be ready to leave during May.

It was expected that the month of June would see the completion of the formalities for the naturalisation of 1,600 Russian refugees in Turkey. The removal of those who had been given temporary homes in the Greek island of Syra was gradually coming to an end. Only partial success had attended the efforts made by the Office to secure homes in different countries for the refugees who had been temporarily established on this island.

The Governing Body emphasised once again that its work was being seriously hampered by lack of funds. So far, although a number of Governments had been approached on the subject, no new country had undertaken to issue postage stamps with a surcharge for the benefit of the Office. In France and Norway, the only countries which had adopted this method of raising funds, important sums had been secured.

The Chairman discussed with his colleagues the draft of a report he had been asked to draw up for the League Assembly, with regard to the winding up of the activities of the Office.

The Governing Body was glad to note that

\* See Monthly Summary, Vol. XI, No 12, page 337.

the United Kingdom had just acceded to the Convention on the International Status of Refugees. This Convention has so far been

ratified by seven countries, namely, Bulgaria, Czechoslovakia, Denmark, France, United Kingdom, Italy, Norway.

#### IV.—POLITICAL QUESTIONS.

##### 1. INTERNATIONAL REPRESSION OF TERRORISM.

The 1936 Assembly, after having taken note of the second report of the Committee for the International Repression of Terrorism and of the two draft conventions annexed thereto, in a resolution of October 10th, recommended that the Committee should revise its conclusions regarding the two drafts in the light of the observations to be found in the Governments' replies or formulated in the course of the discussions in the First Committee of the Assembly.\*

In conformity with its resolution, the Committee for the International Repression of Terrorism sat at Geneva from April 20th to 26th under the chairmanship of Count Carton de Wiart (Belgium), M. Pella (Roumania) acting as rapporteur.

In the light of the new material afforded by the study of the above-mentioned documents, the Committee, after a general discussion on the problem of the international repression of terrorism, proceeded to a revision of the two draft conventions

As regards the first draft, dealing with "the prevention and punishment of terrorism," the Committee defined the situations in which acts of terrorism take on an international character, situations which are the primary justification for the Governments' co-operation in the prevention and punishment of such acts. The Committee further embodied in the draft a clause emphasising that Governments are under an obligation—imposed, indeed—by international law, themselves to refrain from any act likely to foster terrorist activities directed against public order and security in another State

In order to avoid difficulties in the interpretation of the Convention and to define the exact meaning of certain of its clauses, the Committee found it necessary to lay down what was to be understood by "acts of terrorism" within the meaning of the proposed convention.

As regards the articles of the draft providing

\* See Monthly Summary, Vol. XVI., No. 10, page 289.

for the various forms of co-operation between Governments for the punishment of terrorism, certain clauses were amended so as not to affect the legal conceptions of political offences held by the different contracting parties

The Committee, whose attention had also been drawn to the question of civil war, was of the opinion that this question lay outside the field of application of the Convention. The other amendments to the first draft convention were made essentially with the object of limiting its scope to such situations as absolutely must be covered if acts of terrorism of an international character are to be effectually prevented and punished.

In revising the second draft Convention, relating to the creation of an international criminal court, the Committee clearly indicated, by amendments to the former text, that the Governments which were to become parties to this Convention might not rely upon the International Criminal Court in their relations with States which were parties only to the first Convention.

In virtue of a resolution of October 10th, 1936, the Council is requested to convene during the year 1937 a diplomatic conference to which the two drafts will be submitted.

The meeting was attended by. Count Carton de Wiart (Belgium), Chairman, M. V. V. Pella (Roumania), rapporteur, Sir John Fischer Williams (United Kingdom), M. Gajardo (Chile), Madame Matilde Huici (Spain), M. Jules Basdevant (France), M. Paul Sebestyén (Hungary), M. Lucien Bekerman (Poland), Professor E. Delaquis (Switzerland), M. Victor Brown (U.S.S.R.).

##### 2. MEETING OF THE COMMITTEE OF EXPERTS ON THE SANJAK OF ALEXANDRETTA.

The Committee of Experts instructed to prepare the Statute and Fundamental Law of the Sanjak of Alexandretta met again in Geneva on April 22nd, under the chairmanship of M. Bourquin (Belgian) and continued its work into May. M. Westman (Swedish) attended the meeting as representative of the Council rapporteur (M. Sandler).

After a preliminary study of the questions under consideration the Committee set up

two Sub-Committees, one to draw up a draft Fundamental Law, the other to draft the provisions of the Statute relating to technical matters such as currency, customs, postal services, port of Alexandretta, etc

An account of the work of the Sub-Committees

## V.—INTELLECTUAL CO-OPERATION AND INTERNATIONAL BUREAUX.

### I. WORK OF THE EXECUTIVE COMMITTEE.

The Executive Committee of the Intellectual Co-operation Organisation met in Paris on April 12th and 13th with M. Gonzague de Reynold (Swiss) in the chair.

The Committee first discussed the next session of the International Committee on Intellectual Co-operation. It then made some adjustments in the programme of the "Intellectual Co-operation Month" which is being arranged to take place in Paris during the Exhibition.

The Committee next went on to discuss the following items.

#### *Advisory Committee on League of Nations Teaching.*

The Executive Committee fixed the agenda of the Advisory Committee for League of Nations Teaching and drew up a list of the assessors who will be invited to this meeting, which takes place on July 2nd and 3rd next.

The Committee will have to make proposals to the International Committee on Intellectual Co-operation as to the manner in which effect should be given to the Assembly's resolution of October 10th, 1936, concerning the utilisation of modern means of spreading information in the interests of peace.

The Executive Committee decided to suggest to the Advisory Committee that, in consultation with the International Broadcasting Union, it should draw up a programme of practical co-operation between broadcasting companies, which would include the regular exchange of home and foreign political news and talks on intellectual questions.

Furthermore, it asked the Advisory Committee to study certain points concerning the cinema—apart from the international questions which were already under consideration—such as the circulation of films among film libraries, censorship and the deposit required by law, the formation of international libraries of gramophone records, the exchange of recordings, the circulation of records and exemption from customs duties.

will be given in the forthcoming issue of the *Monthly Summary*.

The following members of the Committee attended the meeting: M de Caix (French), Sir James Dunnett (British), Dr Kollewyn (Netherlands), M. Menemencioglu (Turkish)

#### *Permanent International Studies Conference*

The Executive Committee was informed that the Permanent International Studies Conference, which will sit in Paris from June 28th to July 3rd, will be attended by more than one hundred members representing political and economic research institutions all over the world. It will discuss the "pacific settlement of international disputes."

#### *Conference of National Committees on Intellectual Co-operation.*

The Director of the International Institute of Intellectual Co-operation informed the Committee that the majority of the national committees on intellectual Co-operation had agreed to be represented at the Second General Conference.

Special statements on the chief problems of intellectual co-operation will be submitted to this Conference. It will receive reports on the work of the Intellectual Co-operation Organisation from 1931 to 1937, on the organisation and work of the national committees, on the structure of the International Intellectual Co-operation Organisation and on the part played by intellectual co-operation in the organisation of the modern world. The Conference will also examine statements on intellectual co-operation in the American continent, the Balkans, the Baltic States and the Far East.

#### *International Conference on Excavations.*

The Executive Committee examined the work of the International Conference on Excavations, which was held in Cairo from March 9th to 15th, 1937, at the invitation of the Egyptian Government.

This Conference met under the honorary presidency of the Minister for Foreign Affairs and the Minister for Education. For Practical work, the chair was taken by the Rector of Gizeh University. More than sixty delegates from twenty-two countries took part in the Conference. The League of Nations Secretariat was represented by M. de Montenach and the International Institute of Intellectual Co-operation by its Director, the Chief of the

Art and Archeological Department and the Legal Adviser.

The Bureau of the Conference had divided the questions under discussion into three groups: questions relating to documentary material which were discussed under the chairmanship of Professor W. Deonna; technical questions under the chairmanship of Dr. E. Drioton; legal questions under the chairmanship of Professor de Visscher.

The first item on the agenda was the compilation of a handbook on excavations. Following the methods which had been adopted for compiling the *Treatise on Museography*, the Archeological Department of the Institute asked rapporteurs, twenty in number, to draw up preliminary remarks. These were adopted by the Conference and will form the different chapters of the publication which will be issued by the Institute at the end of this year or the beginning of 1938.

After discussing documentation and technical questions, the Conference turned its attention to legal questions of a complex nature concerning both countries in which excavations are made and those sending archeological missions abroad. The Conference adopted, on this point, a certain number of resolutions which will provide a basis for an international legal system regarding excavations.

#### *International Conference on Rural Life*

The Executive Committee authorised the International Institute of Intellectual Co-operation to participate in the preparation of the Second International Conference on Rural Life which is being arranged by the Health Committee of the League of Nations. It believed that it could usefully co-operate in studying questions concerning the training of teaching staff for village schools, village libraries, the utilisation of broadcasting for rural districts, rural education generally, and the employment of workers' leisure.

## 2 UNIFICATION OF PRIVATE LAW.

### *Meeting of the Governing Body of the International Institute, Rome.*

The Governing Body of the International Institute for the Unification of Private Law held its annual meeting in Rome on April 4th, with M. d'Amelio (Italian) in the Chair.

After approving the report on the Institute's activities during the period 1936-1937 the Governing Body took certain decisions regarding future work.

It instructed the Institute to examine the replies received from Governments regarding the preliminary draft of an International Law on the Sale of Goods and of a Uniform Law respecting the Liability of Innkeepers, which had been submitted to them for the purpose of a first consultation. As soon as the Institute completes its report the Committee of Experts will be called together to reconsider the question.

It was decided to call a meeting of the Committee of Experts on Arbitration in Private Law next September. This Committee will re-examine the present text of the preliminary draft on this subject and of the accompanying report in the light of the observations conveyed to the Institute by the International Chamber of Commerce.

The Governing Body approved the decision to summon during May, the Committee of Experts which is to draft the reports to accompany the preliminary draft of a Uniform Law on the Civil Liability of Motorists and the preliminary draft Uniform Rules on the Compulsory Insurance of Motorists.

It was decided to summon a Committee of Experts next September to prepare the text of a preliminary draft Uniform Law on Contracts concluded through the Medium of Representatives.

It was also decided to submit the preliminary draft of a Uniform Law on Contracts concluded by Correspondence to the Council of the League next July, for approval. On its approval by the Council this draft will be submitted to Governments for the purpose of a first consultation.

The following took part in the proceedings: M. d'Amelio, Chairman (Italian); M. Antoniadu (Roumanian); M. Asquini (Italian); M. Bagge (Swedish); Mr. Graham (British); M. Hamel (French); M. Hennebicq (Belgian); M. Kesters (Netherlands); M. Meijers (Netherlands); M. Osterlag (Swiss); M. Rundstein (Polish); M. von Strobele (Austrian); M. Piloti, Deputy Secretary-General of the League of Nations; M. Vivaldi, League of Nations Auditor, and M. Weiss, Legal Adviser to the International Institute of Intellectual Co-operation, were also present.

## VI.—ADMINISTRATIVE QUESTIONS.

## REGIME OF THE STRAITS.

In virtue of the Convention relating to the régime of the Straits signed at Montreux on July 20th, 1936, the functions of the Straits Commission were taken over by the Turkish Government as from August 15th, 1936. As a result, the Commission, which had been

carrying out its functions under the auspices of the League, decided to suspend its activities

There will therefore be no more surveys in the *Monthly Summary* of the annual report of the Straits Commission which it has been customary to give in the April issue each year

## VII.—INTERNAL ORGANISATION QUESTIONS.

## MEETING OF THE SPECIAL COMMITTEE ON CONTRIBUTIONS.

The Special Committee on Contributions met in Paris on April 3rd under the chairmanship of M. Hambro (Norway).

The Committee interviewed representatives

of States in arrear with their contributions to the budget of the League and dealt with the immediate measures to be taken for the recovery of arrears

The Committee was also attended by M. Guam (Uruguay) and Mr. Jacklin (League Treasurer)

## VIII.—LEGAL AND CONSTITUTIONAL QUESTIONS.

## INTERNATIONAL ENGAGEMENTS

*Registration of Treaties.*

The treaties and international engagements registered by the Secretariat of the League in April include :

A Postal Convention between Belgium and the Netherlands, signed at The Hague on July 13th, 1936, presented by the Netherlands ;

An Exchange of Notes between the Netherlands and Switzerland, regarding the import, export, and transit by air of fire-arms and their ammunition (September 26th and October 15th, 1936) ; presented by the Netherlands ;

An Exchange of Notes between Brazil and Great Britain and Northern Ireland, constituting an Agreement for the delimitation of the riverain areas of the boundary between Brazil and British Guiana (October 27th and November 1st, 1932) ; presented by Brazil Government ;

Convention on Reciprocity in Matters of Succession, and additional protocol between Poland and Czechoslovakia (Prague, January 25th, 1934) ; presented by Czechoslovakia ;

A Commercial Agreement with Annex between Great Britain and Northern Ireland and Italy (Rome, November 6th, 1936) ; presented by the United Kingdom ;

An Exchange of Notes constituting an Agreement regarding commercial relations between Palestine and Iraq, between Great

Britain and Northern Ireland and Iraq (December 14th, 1936) ; presented by the United Kingdom ;

A Declaration concerning assurances with regard to the Mediterranean between Great Britain and Northern Ireland and Italy (Rome, January 2nd, 1937 ; presented by the United Kingdom ;

Treaty of Commerce between the Commonwealth of Australia and Czechoslovakia (Canberra, August 3rd, 1936 and Prague, August 19th, 1936) ; presented by Australia ;

A Provisional Commercial Agreement between the Commonwealth of Australia and the Economic Union of Belgium and Luxemburg (Canberra, October 3rd, 1936) ; presented by Australia ;

An Exchange of Notes constituting a Commercial Agreement between the Commonwealth of Australia and France (October 27th, 1936) ; presented by Australia ;

A Resolution of the International Labour Conference inviting Egypt to accept Membership in the International Labour Organisation (June 16th, 1936), and Note from the Egyptian Government accepting this invitation (June 19th, 1936) ; presented by Egypt ;

Three Agreements for the regulation of commercial transactions, the regulation of payments and the Settlement of payments in arrear in connection with commercial transactions, between Italy and Norway ; (Rome, March 31st, 1937) ; presented by Norway ,

Agreement concerning the Suppression of Opium Smoking between Great Britain and Northern Ireland, India, France, Japan, the Netherlands, Portugal, and Siam, signed at Bangkok on November 27th, 1931, registered on its coming into force;

An Exchange of Notes constituting an Agreement for the simplification of the ceremonial followed in case of warships belonging to either country visiting ports of the other country between Germany and Brazil (June 12th and 14th, 1933); presented by Brazil.

## IX.—NEW LEAGUE PUBLICATIONS.

### MONTHLY BULLETIN OF STATISTICS

The April number of the *Monthly Bulletin of Statistics* of the League of Nations gives, in addition to the recurrent tables, information on Gold production and Gold Reserves, Shipbuilding and World Trade.

*Gold production* continued to increase throughout the world in 1936. Apart from the U.S.S.R., for which no precise information is available, the output amounted in 1936 to 850,000 kg.; being almost 10% greater than in 1935 and about 47% greater than in 1929. The production of the U.S.S.R., which was estimated according to different sources to have amounted to 140-180,000 kg. in 1935 has probably increased at a still faster rate.

In the other big producing countries the rate of increase from 1935 to 1936 was in Australia 26%, in the U.S.A. 15%, in Canada 13.5%, in Japan (including Korea) 11%, and in the Union of South Africa 5%.

The output of all the remaining smaller producers, which are constantly increasing in number, rose by 10%.

The known *production* of 1936 represented about 565 million old U.S.A. dollars; the *recorded central monetary gold reserves* of the world (excluding the U.S.S.R., Italy, and Spain) increased during the same year by 561 million dollars. From the end of December, 1936, until the end of March, 1937, the recorded gold reserves of the world increased by 214 million old gold dollars. The reserve of the U.S.A. increased by 186 millions, that of the Netherlands by 81 millions, the Union of South Africa 21 millions, Japan 6 millions. Small increases of 1-2 millions are also recorded for Poland, Turkey, Switzerland, and the United Kingdom (whose central reserve, however, had been increased in December, 1936, by 315 millions transferred from the Equalisation Fund to the Bank of England). On the other hand, reserves dropped by 88 millions in France and by 7 millions in Belgium.

The amount of gold which may have accrued

during 1936 and recent months to the Reserve of the State Bank of the U.S.S.R. and to equalisation funds and similar reserves is not known.

The *gold value of world trade* during the month of February, 1937, was equal to that of January, although according to the movement in earlier years the short month of February usually shows a decline. It was about 16% higher than in February, 1936.

*Total tonnage launched* in the world in the first quarter of 1937 was about 21% greater than in the corresponding quarter of 1936, but 30% smaller than in the last quarter of 1936.

*Total tonnage under construction* in the world at the end of March, 1937, increased by over one-third as compared with a year ago and by about 9% as compared with the end of December, 1936. With the exception of Germany and Sweden the tonnage under construction was in all countries greater at the end of the first quarter of 1937 than at the end of the year 1936.

The *upward movement of wholesale prices* which became more rapid in many countries from the middle of 1936 continued during the first months of the current year. As compared with June, 1936, wholesale prices in March (or February), 1937, have risen, in terms of national currencies, in France by 46.6%, in the Netherlands Indies by 33%, Indo-China by 32%, Netherlands and Switzerland 23%, Belgium 21.5%, and Japan 19%.

In China and the United Kingdom the increase was 16%. Sweden, Canada, Denmark, Chile, Finland, Norway, Estonia, Poland, Greece, Yugoslavia, and India between 15 and 10%, in Hungary, Bulgaria, and the U.S.A. about 9%.

The smallest increase is recorded for Germany with 1.5% and for Austria with 2.9%, while in the remaining 9 countries for which statistics are available, wholesale prices have risen between 4 and 8%.

## X—FORTHCOMING LEAGUE MEETINGS

- 17th May—Sub-Committee on Drug Seizures, Geneva
- 24th May—Ninety-seventh Session of the Council, Geneva
- 24th May.—Advisory Committee on Traffic in Opium and other Dangerous Drugs, Geneva
- 26th May.—Extraordinary Session of the Assembly, Geneva
- May—end—Bureau of the Conference for the Reduction and Limitation of Armaments, Geneva
- 31st May—Permanent Mandates Commission, Geneva
- 9th June—Economic Committee, Geneva
- 11th June—Drafting Committee of the Mixed Committee on Nutrition, Geneva.
- 16th June—Committee of Enquiry on Raw Materials, Geneva
- 28th June—Committee and Two Groups of Experts on Housing, London or Geneva
- 29th June—Permanent Central Opium Board, Geneva
- 2nd July—Advisory Committee on League of Nations Teaching, Paris
- 5th July—General Conference of National Committees on Intellectual Co-operation, Paris
- 16th July—Executive Committee of the Intellectual Co-operation Committee, Paris
- 12th July.—Plenary Session of the Intellectual Co-operation Committee, Paris
- 20th July—Permanent Committee on Arts and Letters, Paris
- 2nd August—Advisory Council of the Eastern Bureau of the League of Nations Health Organisation, Bandjeng.
- 31st August.—Inter-Governmental Conference on Rural Hygiene in the Far East, Bandoeng.
- 26th August—Supervisory Body established under the 1931 Convention on Narcotic Drugs, Geneva
- 6th September—Eighteenth Ordinary Session of the Assembly, Geneva
- 7th October—Technical Sub Committee of the Fiscal Committee, Geneva
- 11th October—Fiscal Committee, Geneva

## PERMANENT COURT OF INTERNATIONAL JUSTICE

## 1 THE WATERS OF THE MEUSE CASE (NETHERLANDS-BELGIUM).\*

The Belgian Government filed its Rejoinder within the time-limit fixed which expired on April 12th, 1937

The Belgian Agent has informed the Registrar that his Government has appointed Maître René Marcq, advocate at the Court of Cassation, to assist him at the oral proceedings in his capacity of counsel

The hearings in this case are fixed to begin on May 4th, 1937

## 2. THE BOFCORGRAVE CASE (BELGIUM-SPAIN)\*

By an Order made on April 1st, 1937, the President of the Court has fixed the time-limits for the written proceedings in this case as follows

For the Memorial of the Belgian Government, May 15th, 1937

\* See Monthly Summary, Vol. XVII, No. 3, page 60.

For the Counter-Memorial of the Spanish Government, July 1st, 1937

For the Reply of the Belgian Government, August 24th, 1937

For the Rejoinder of the Spanish Government, September 30th, 1937

## 3 PHOSPHATES IN MOROCCO CASE (ITALY—FRANCE) †

In compliance with a request made by the Agent for the Italian Government, the President of the Court, by an Order made on April 13th, 1937, has postponed until July 15th, 1937, the date of expiration of the time allowed to that Government for the presentation of a written statement in regard to the objections lodged by the French Government

## 4 OPTIONAL CLAUSE OF ARTICLE 36 OF THE COURT'S STATUTE

The Permanent Delegate of Finland to the League of Nations signed on April 9th, 1937,

† See Monthly Summary, Vol. XVI, No. 12, page 386

a declaration renewing the acceptance by his Government of the Optional Clause provided in the Protocol of Signature of the Statute of the Permanent Court of International Justice (Geneva, December 16th, 1926).

The Declaration is worded as follows.

*Translation*

On behalf of the Government of the Republic of Finland and not being subject to ratification, I recognise in relation to any other Member or State accepting the same obligation, that is to say, on condition of

reciprocity, the jurisdiction on the Court as compulsory, *ipso facto* and without special convention, for a period of ten years as from April 6th, 1937

The Counsellor of Legation, Head of the League of Nations Section at the Swiss Federal Political Department, deposited with the Secretariat, on April 17th, 1937, the instrument of ratification by the Swiss Federal Council of its Declaration of renewal of acceptance of the Optional Clause provided in the Protocol of Signature concerning the Statute of the Permanent Court of International Justice.

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THE  
MONTHLY SUMMARY  
OF THE  
LEAGUE OF NATIONS

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VOL. XVII. No. 5

MAY, 1937.

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Admission of Egypt to the  
League of Nations

Meeting of the Bureau of the  
Disarmament Conference

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# THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XVII., No. 5.

MAY, 1937.

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## I.—SUMMARY OF THE MONTH.

May, 1937.

The activities of the League during May were marked by a special session of the Assembly and the ordinary meeting of the Council.

In opening the ninety-seventh session of the Council, the President, M. Quevedo, representative of Ecuador, paid a tribute to the memory of Sir Austen Chamberlain. He outlined Sir Austen's career and the part played by him in the development of the League. "His name," he said, "will always be associated first and foremost with the Locarno Pact of October, 1925, for the conclusion of which he was largely responsible, and with the political appeasement—the fruit of an intimate collaboration at Geneva between M. Briand, M. Stresemann and himself—that followed. The historic example of the personal collaboration of these three great statesmen has ever since been an inspiration to the Members of the Council, and never more so than to-day."

On behalf of the French Government, M. Delbos associated himself with the words of the President, and added: "Sir Austen Chamberlain's name was connected with an international negotiation which opened up for Europe a wide and encouraging prospect. The spirit that he leaves behind must remain. We must devote the best of our efforts to maintaining that spirit."

On behalf of the Government and people of the United Kingdom, Mr Eden thanked the President, the French representative and the other members of the Council for their tribute to Sir Austen Chamberlain's memory. "I feel sure," he said, "that Sir Austen himself would have taken pride in the tribute paid to him.

He was always a convinced believer in the League. His conviction arose not from a fervent idealistic faith in the conception of a League of Nations, but from practical experience in the working of that organisation. Indeed, it is probably true to say that during the years of collaboration here between M. Briand, Dr. Stresemann and Sir Austen Chamberlain, the League came nearer to realising its true objectives than it has done at any time before or since."

\* \* \*

The Assembly, convened to that end, unanimously admitted Egypt to membership of the League.

\* \* \*

The Council considered once more the situation created by the intervention of certain Powers in Spain. After hearing statements by several of its Members, it recalled its resolution of December 12th, 1936, pointing out that it was the duty of every State to respect the territorial integrity and political independence of other States. It noted that an international scheme of supervision of the non-intervention undertakings was now in force, and expressed the hope that the recent initiative taken by the London non-intervention Committee might ensure a speedy withdrawal from the struggle in Spain of all the non-Spanish combatants. It urged the Members of the League represented on that Committee to spare no efforts in this direction. On the other hand, it condemned the use of methods contrary to international law and the bombing of open towns.

The Council took cognisance of the joint note which the British and French Governments had addressed to the Belgian Government on April 24th. In this note the two Governments declare that they consider Belgium as relieved of all the obligations under the Locarno Treaty and the arrangements of March 19th, 1936, and that they have noted certain intentions expressed by the Belgian Government regarding its loyalty to the Covenant of the League and its determination to organise the defence of the country against any aggression or invasion.

\* \* \*

As regards the Sanjak of Alexandretta and Antioch, the Council adopted the Fundamental Law and the Statute, as drafted by the Committee of Experts. It further decided that, in addition to Turkish, Arabic should be an official language in the Sanjak.

\* \* \*

The Bureau of the Disarmament Conference decided to communicate the text of the draft Convention on publicity for national defence expenditure and the working of an organ of

supervision and co-ordination to all the Governments which are or have been represented at the Conference, asking them whether they are prepared, in principle, to accept the system of publicity based on that Convention.

\* \* \*

The Council resolved to summon, on November 1st, 1937, a Conference to consider two draft conventions for the prevention and punishment of terrorism and for the creation of an international criminal court.

\* \* \*

M. Charles De Visser was elected a member of the Permanent Court of International Justice.

\* \* \*

The International Sugar Conference, which met in London, adopted on May 5th an Agreement providing for an adjustment between the total exports to the free market and the total requirements in respect of sugar.

\* \* \*

The eighteenth ordinary session of the Assembly will open in Geneva on September 13th.

## II.—LEGAL AND CONSTITUTIONAL QUESTIONS.

### 1. ADMISSION OF EGYPT TO THE LEAGUE.

The Assembly met in extraordinary session to consider the question of the admission of Egypt to the League at Geneva on May 26th and 27th.

Of the fifty-seven States Members, fifty sent representatives: Afghanistan, Union of South Africa, Albania, Argentine Republic, Australia, Austria, Belgium, Bolivia, the United Kingdom, Bulgaria, Canada, Chile, China, Colombia, Cuba, Czechoslovakia, Denmark, Dominican Republic, Ecuador, Estonia, Finland, France, Greece, Haiti, Hungary, India, Iran, Iraq, Irish Free State, Latvia, Lithuania, Luxemburg, Mexico, Netherlands, New Zealand, Norway, Panama, Peru, Poland, Portugal, Roumania, Siam, Spain, Sweden, Switzerland, Turkey, U.S.S.R., Uruguay, Venezuela, Yugoslavia.

The session was opened by the President of the Council, Dr. Antonio Quevedo, delegate of Ecuador, who said:

" \* \* \* "

"The entry of a new State into the League is a striking sign of the League's vitality, of its readiness to remain always open to those who put their trust in it and fully subscribe to the charter by which it was established.

"My country has always shown its attachment to the principle of the League's universality. To attain full self-expression, to become what the

authors of the Covenant meant it to be, the League must move on towards universality, and its aim must be to call the States of all continents into this community.

"The State that is knocking at our door to-day represents the world at once in its remote antiquity and in all its youth. It harmonises these contrasts in itself, to form a whole that has an almost symbolic value for us all. Egypt comes to us bearing incomparable glory as the chosen land of so many civilisations and as having preserved on her soil so much superb evidence of that quality which has contributed something to every art and to every culture.

"Yet with this patrimony and its age-long history, Egypt comes to us in all the pride of youth, as a State that has steadily won a place for itself in the international community and by its own merit alone has thus acquired its independence. This maturity has just been affirmed once again at a recent Conference, the success of which has brought rejoicing to all the States Members of the League. They have realised the nobility and the high value of that independence which honours alike those who give it and those who receive it.

" \* \* \* "

After the appointment of the Credentials Committee composed of: M. Bahrami (Iran), M. Basdevant (France), M. Guani (Uruguay), M. Hjelt (Finland), M. Melas (Greece), Mr. Jordan (New Zealand), M. Momtchiloff (Bulgaria), M. Porras (Peru), M. Wehrer (Luxemburg),

the President raised, in accordance with the new provisions of the Rules of Procedure,\* the question of setting up a Nominations Committee.

M. Hambro, delegate of Norway, declared that the institution of the Nominations Committee, intended to serve a useful purpose at the ordinary sessions of the Assembly, was not called for on this occasion. He proposed that the new provisions of the Rules of Procedure in this connection should be applied for the first time at the forthcoming ordinary session. The Assembly adopted this proposal.

After a brief adjournment, the Assembly heard the report of the Credentials Committee.

M. Komarnicki, delegate of Poland, made a statement in this connection. He pointed out that the Committee had not thought it expedient to deal with the question left in suspense in the report of the Credentials Committee at the previous Assembly. If it were deemed desirable that this question should not be mentioned, although the *de facto* situation allowed no doubts such as existed in September last, he wished to state that his Government, having no interest, direct or indirect, in the part of the world in question, and being exclusively concerned with the question of international co-operation within the framework of the League of Nations—which must be founded on fact—considered this question settled.†

M. Fabela, delegate of Mexico, emphasised his Government's opposition to any suggestion the object of which would be to prepare the way for the exclusion of the representatives of a State Member of the League. As this question was not on the agenda, he did not think it necessary to go more fully into the reasons on which the attitude of his Government was based.

The Assembly noted these statements and proceeded to the election of its President.

M. Politis, delegate of Greece, explained in a short speech that, some weeks before, he had been asked whether he would be prepared to accept the office of President of the Assembly. In the meantime he had learned that M. Aras, one of his valued friends, was anxious to preside over the Assembly's deliberations. In these circumstances he asked his colleagues who intended to vote for him to refrain from doing so.

\* See Monthly Summary, Vol. XVI, No. 10, page 283.

† The question to which the Polish delegate referred was raised at the opening of the ordinary Assembly in September, 1936, in connection with the credentials of the delegates appointed by His Majesty Haile Selassie I to represent Ethiopia. See Monthly Summary, Vol. XVI, No. 9, page 251.

By forty-six votes out of fifty cast, M. Aras, delegate of Turkey, was elected President. In calling upon M. Aras to take the presidential chair, M. Quevedo stressed the President's eminent qualities, experience and service to the League. Turkey's close bonds with Egypt made the Turkish Foreign Minister especially well fitted to preside over the Assembly convened for the purpose of admitting Egypt into the League.

M. Aras thanked the Assembly for the honour conferred upon him and his country and M. Politis for his courtesy. He added that the significance of the Assembly's vote would be fully appreciated both by the Turkish and Egyptian peoples.

The Assembly then adopted its agenda, consisting of: (1) the admission of Egypt to the League; (2) the election of a judge to the Permanent Court of International Justice.

On the motion of the President, the Assembly simplified its procedure, foregoing the election of Vice-Presidents. It appointed a single committee—the General Committee—to consider Egypt's application for admission to the League.

At its afternoon sitting, the Assembly unanimously adopted the following resolution, recommended to it by the Committee:

#### " I.

" The General Committee,

" In view of the invitation addressed by numerous Members of the League to the Egyptian Government to the effect that Egypt should become a Member of the League of Nations;

" In view of the request for admission presented on March 4th and 16th, 1937, by the Egyptian Government;

" Noting that in its communication of March 16th the Egyptian Government declares that Egypt 'has the sincere intention to observe its international obligations, and will accept such regulations as may be prescribed by the League in regard to its military, naval and air forces and armaments';

" Recommends the Assembly to admit Egypt as a Member of the League of Nations."

#### " II.

" The General Committee recommends the Assembly to fix the rate of contribution of Egypt to the expenses of the League for the years 1937, 1938 and 1939—subject to any decision which may be taken at the next ordinary session of the Assembly—at twelve units."

On the President's invitation, the delegates of the Kingdom of Egypt took their seats in the Assembly. The President then welcomed Egypt into the League in the following words:

" . . . . .

"This very important Mediterranean country, to which Turkey is closely bound by so many memories of a common history and by the cordial bonds of deep friendship, has in a very short space of time completed the successive stages of a process of evolution that is as peaceful as it is glorious. The young Mediterranean State, with a great future before it, has definitively attained complete independence, and has just recently secured, on the hospitable soil of Switzerland, the abolition—which it rightly had so much at heart—of the regime of capitulations.

"With the disappearance of this heritage of the past, and with the entry that is so sincerely welcomed into this assemblage of States of all continents, a new era opens for this brave and vigorous people, whose high qualities the Turkish nation has always appreciated. . . .

"It has been proved by archaeological documents carefully preserved in the museums of Turkey and Egypt that the most ancient international act, the oldest political treaty in the world, is that concluded and signed between the ancient Egyptians and the Hittites, those Hittites whom the Turks of the West rightly consider to be their ancestors.

"A comparison inevitably suggests itself between the embryonic political life which gave birth to this first instrument of diplomacy and the great international life which to-day is developing and evolving within our League of Nations.

"Egypt, which has behind her a glorious history and which unites the possession of material and spiritual resources, in every sphere, with the benefits of a most favourable geographical situation, will undoubtedly constitute a new and beneficent force working for that ideal of peace that is so dear to us all.

"My country is particularly glad to see Egypt take her place among us as a Member of the League, because this young independent and sovereign State will become a new factor making for equilibrium in the Mediterranean, where the basis of Turkish policy is the maintenance of the *status quo*, which can be effectively assured only by a firm resolve that there shall be sincere collaboration among all the States bordering upon that sea. . . ."

El Nahas Pasha, Prime Minister of Egypt, spoke as follows :

"Egypt's entry into the League of Nations constitutes for my country an act of faith. This day has long been awaited by the Egyptian nation, for it enables that nation at last to take part in the organisation of world peace.

"A number of States sent us cordial invitations, thereby paving the way for this reception, the friendliness of which will go straight to the heart of the Egyptian people. . . .

"Before joining the League of Nations, Egypt was already applying the League's principles. Her sons, who down the ages have been able to preserve the characteristics of the race, its gentleness of character and its spirit of tolerance, have ensured internal peace by a régime of order and justice, by a constant endeavour to foster development and progress, by the far-

sightedness and moderation of the administration, by the application of the soundest principles of democracy, and by a profoundly liberal Constitution.

"Following age-long traditions of hospitality, Egypt has just spontaneously opened up, at the Montreux Conference for the abolition of capitulations, a vast field of activity for loyal collaboration and sincere initiative of every kind. On her soil, foreigners as well as Egyptians will receive to-morrow, as yesterday, friendly protection under the liberal laws applied by an authority imbued with sincere understanding.

"Moreover, Egypt, firmly established within her frontiers, has no need to cast envious eyes beyond her horizons. While she is happy on her own soil, she knows that to-day a nation's happiness is never assured unless there is general tranquillity. That was the primary ideal followed by those who set up the League of Nations ; and it is to the triumph of this ideal, to which you have devoted yourselves, that we come here to give our sincere collaboration, in the belief that this association of peoples, the hope of the world, will surmount the obstacles that still remain, and that day by day it will successfully bring about, in the political, economic, financial, and social spheres, agreement among all for the good of all.

"We have faith in the final victory of the principles by which we are guided. Clouds may lower, the clash of interests may arise, but is that a reason to despair ? In the lives of men and of institutions everything moves on by stages, and it is no chimerica, no Utopian dream, to try to make the will for peace a tangible reality, deep-set in every heart. In spite of all, mankind is moving onward towards the ideal of concord and fraternity from which the League of Nations sprang.

"In thanking you once more, Egypt is happy to assure you of her devotion and her zeal. A year ago, by the signing of the Anglo-Egyptian Treaty which established firm and lasting bonds of friendship and trust between the great British people and the Egyptian people, and again a few days ago, by the signing of the Convention for the abolition of capitulations, my country evinced its deep attachment to peace and its constant desire for the attainment of international solidarity. It takes as its watchword the philosopher's maxim : ' Peace must be the masterpiece of human art ' "

Mr. Eden (United Kingdom) said :

"I trust that my colleagues in the Assembly will permit me to say a few words on this historic occasion as a representative of a Power whose destinies during the past fifty years have been so closely bound up with those of the new Member whom we are welcoming here to-day.

"First of all let me say how heartily I reciprocate the cordial references made to my country in the eloquent speech of Egypt's distinguished Prime Minister, and with what sincerity I echo his reference to the close co-operation between the Governments of Egypt and the United Kingdom.

"Each of us must surely be acutely conscious, as we assist at this ceremony to-day, of the continuity of history. We are here fifty-two States assembled. Yet there is not one of us who is not in some measure indebted to the ancient and highly developed civilisation of Egypt. Long before some of the nations we represent had emerged from their primeval forests, Egypt had endowed mankind with the gifts of science and letters and, above all, with the treasures of her matchless art, which is still a source of awe and wonderment to this day. Varied and vivid, however, as has been Egypt's national life, there can have been few years in her aged history so eventful as the past twelve months.

"It has long been the aim of His Majesty's Government to assist Egypt to the realisation of her full independence. With the conclusion of the Treaty of Friendship and Alliance between the United Kingdom and Egypt last August, it may be said that this aim has been achieved. The Treaty has already, and with remarkable speed, paved the way for two signal successes for the Egyptian Government and people. First, the recent Convention concluded at Montreux, which provides for the abolition of the Capitulations, and now the admission of Egypt to the League of Nations.

"The admission of Egypt to the League sets the seal upon her independence and will, I am confident, mark the beginning of an epoch of fruitful collaboration between her and the other Members of the League. Egypt has always had close relations with the outside world, and these have grown even closer in recent times when foreign capital and technical advice have been called upon to play so prominent a part in the making of modern Egypt. In this close and cordial co-operation Egypt has played the part of a practised host, showing friendship and tolerance to all. This experience of co-operation with the outside world will now be applied to the wider sphere represented by the activities of the League. I am convinced that Egypt's participation in the work of the League will be of great value to us all as well as to Egypt herself. We gain the support of a people whose ancient traditions and culture are combined with a modern and progressive outlook towards the problems of to-day.

"In welcoming our new Member, I should like to pay a special tribute to the statesmanship of the men who have guided the destinies of Egypt during this last and most momentous year.

"I am confident that the qualities they have shown will ensure the success and prosperity of Egypt and will be of signal assistance in the councils of the League of Nations."

\* \* \*

The delegates of a number of countries congratulated Egypt upon her entry into the League and bade her a hearty welcome. The delegates who made speeches on this occasion were M. Sabils Najib (Iraq), M. Sandler (Sweden), M. Sepahbodi (Iran), M. Delbos (France), M. Politis (for the Balkan Entente—Greece, Roumania, Turkey, Yugoslavia), the

Aga Khan (India), M. Motta (Switzerland), M. Krofta (for the Little Entente—Czechoslovakia, Roumania, Yugoslavia), M. Edwards (Chile), M. de Vasconcellos (Portugal), M. Komarnicki (Poland), M. Wellington Koo (China), Mohammed Haidar Khan (Afghanistan), M. Spaak (Belgium), Mr. Andrews (Union of South Africa), M. de Velics (Hungary), M. Fabea (United States of Mexico), Mr. Cremius (Irish Free State), M. Henriquez Urena (Dominican Republic, and on behalf also of the delegations of Cuba and Haiti), M. Ruiz-Guinazu (Argentina), M. Guani (Uruguay), M. del Vayo (Spain), M. Pöngl (Austria).

\* \* \*

After the Assembly had dealt with the other questions on its agenda, the President pointed out in his closing speech that the admission of Egypt had been hailed by all as a mark of confidence in the future of the League and of hope of better times to come, in which it would attain universality. He said:

"In the progress of our common work, this present special session, like every important meeting under the aegis of the League, marks a new and important advance. Thus we go on from stage to stage in lasting confidence, which is the greater for the fresh bonds of sympathy we create among us, both as nations and as men, whenever we meet.

"In this way, the League, always open, always widely open, to all who wish to unite their efforts with ours, will continue its task. That task is an immense one compared with the means available, but our faith and our common determination will enlarge the means to the measure of the task, and will pave the way for the progressive extension of our community of nations..."

## 2. PERMANENT COURT OF INTERNATIONAL JUSTICE.

### *Election of a Judge.*

On May 28th the Assembly and the Council proceeded to the election of a Judge to fill the vacancy on the Permanent Court of International Justice created by the death of Baron Rolin Jacquemyns.

In accordance with the decision of the Assembly of October 3rd, 1936,\* and in virtue of Article 4 of the Statute of the Court, the delegates of Brazil and Japan, who are not Members of the League, but parties to the Statute of the Court, participated in the election.

M. Charles De Visscher (Belgian), Professor of International Law at the University of Ghent and Louvain, member of the Permanent Court of Arbitration, member and Secretary-

\* See Monthly Summary, Vol. XVI, No. 10, page 287.

General of the Institute of International Law, was elected to the vacant judgeship.

### 3 SUMMONING OF THE EIGHTEENTH ORDINARY ASSEMBLY OF THE LEAGUE.

In accordance with Article 1, paragraph 1, of the Assembly's Rules of Procedure, it had been decided to summon the Assembly to meet in eighteenth ordinary session at Geneva on Monday, September 6th, 1937.

The Special Assembly, however, decided to adjourn the opening of the ordinary session to September 13th.

### 4. CONSTITUTION AND WORKING OF LEAGUE COMMITTEES.

On May 27th and 28th the Council dealt once more with the constitution, procedure and practice of League Committees.\*

In his report, the representative of France, M. Delbos, proposed that the Council should endorse the draft Rules of Procedure submitted by the *Health Committee*, which conform to the General Regulations on the subject.

As regards the *Financial Committee*, the rapporteur referred to the suggestions he had put forward at the last session of the Council, aiming at giving the Financial Committee a Statute conforming to the general rules laid down by the Council and setting forth the principles which should be followed in the selection of the members of the Committee. He proposed that these suggestions be now approved, and that the rapporteur for financial questions be asked to submit the names of persons to be appointed members of the Committee.

In the case of the *Communications and Transit Organisation*, the rapporteur explained that negotiations regarding certain changes involved in its reform had not yet been concluded, and suggested that the consideration of the final statute of the Organisation should be adjourned to the Council's September session.

M. Delbos then pointed out that the task of reform undertaken by the Council in connection with the constitution and working of League Committees had been nearly completed. He recalled, therefore, the principles set forth in the reports by M. Hanotaux and M. Nohlemare, adopted by the Assembly in 1920 and 1922, which he thought well designed to guide the Council in the matter of defining the functions falling respectively to the Assembly, the Council, the Organisations and the Secretariat.

M. Delbos thanked the Health Committee, the Financial Committee and the Communica-

tions and Transit Organisation for their contribution to the work of the League.

M. Komarnicki, representative of Poland, supported the rapporteur's conclusions and congratulated M. Delbos on the successful accomplishment of his difficult and delicate task. He added, however, that his Government would not look upon this work as wholly completed until the Council had applied to the Permanent Mandates Commission the General Rules established in the case of all League Committees and, in particular, the principle of the limitation of the duration of office. The Mandates Commission so reformed would, in his view, be in a better position to reflect in its composition the main tendencies within the League.

Mr. Eden, representative of the United Kingdom, associated himself with the tribute paid by the Polish representative to the rapporteur. He pointed out that it was at his request that the Council had, at its last session, adjourned the consideration of the reform of the Financial Committee. He now declared that he had no objection to offer to the proposals before the Council. He stressed, however, the fact that the problems with which the Financial Committee was concerned were very largely problems of long duration (reconstruction schemes and the like) and that the Financial Committee's task would therefore seem to call for a greater degree of continuity of membership. He was sure that the Council would bear this in mind when renewing the membership of this particular Committee.

M. Sandler, representative of Sweden, as rapporteur for financial questions, supported M. Delbos' conclusions and was glad to know that the representative of the United Kingdom agreed with them. He added that he had already given careful consideration to the composition of the Financial Committee, and that he would not fail to make proposals to the Council for appointments in due course.

The Council adopted the rapporteur's conclusions.

### 5. COUNCIL PROCEDURE.

On May 27th the Council appointed a committee consisting of the representatives of the United Kingdom, Chile, China, France and Poland to consider certain points in connection with its procedure.

### 6. INTERNATIONAL ENGAGEMENTS.

#### *Registration of Treaties.*

The treaties and international engagements registered by the Secretariat of the League in May include:

\* See Monthly Summary, Vol. XVII., No. 1, page 12.

A Joint Note addressed to the Belgian Government by the Governments of the United Kingdom and of the French Republic, relating to the release of Belgium from all obligations towards them, resulting from either the treaty of Locarno or the arrangements drawn up in London on March 19th, 1936 (Brussels, April 24th, 1937), presented by the United Kingdom and France

A Convention regarding Intellectual Co-operation, and *procès-verbaux*, between Poland and Roumania (Warsaw, November 27th, 1936), presented by Roumania.

A Protocol relating to military obligations in certain cases of double nationality, between Germany, the United States of America, Belgium, Great Britain and Northern Ireland, etc. (The Hague, April 12th, 1930), registered on May 25th, 1937, following its coming into force

A Treaty of Commerce between the United States of America and the Netherlands, with annexes and Exchange of Notes relating thereto (Washington, December 20th, 1935), presented by the Netherlands

A Convention between the United States of America and Mexico for the protection of migratory birds and game mammals (Mexico, February 7th, 1936), presented by the United States of America.

A Convention between Estonia and Finland concerning Postal Relations (Helsinki, December 15th, 1936, and Tallinn, December 18th, 1936), presented by Estonia

A Convention between Estonia and Sweden concerning Postal Relations between the two countries (Stockholm, January 16th, 1937), presented by both Governments

A Convention between France and India for the provisional control of "paquets clos," or letter packets, of a dutiable nature in transit within Indian limits, with annex (Pondicherry, May 1st, 1936), presented by the United Kingdom.

An Agreement between Haiti and Jamaica for the direct exchange of parcels, and Detailed Regulations annexed thereto (Jamaica, June 6th, 1936, and Port-au-Prince, December 17th, 1936), presented by the United Kingdom

An Agreement between the Post Office of the United Kingdom of Great Britain and Northern Ireland and the Post Office of the Free City of Danzig for the exchange of parcels by parcel post, and Detailed Regulations annexed thereto (London, December 18th, 1936, and Danzig, January 13th, 1937), presented by the United Kingdom.

A Convention between Belgium and Norway on the Taxation of Motor Vehicles (Brussels, December 17th, 1936), presented by Norway

A Convention between Poland and Czechoslovakia concerning the reciprocal enforcement of execution orders, and reciprocity in bankruptcy proceedings, with Additional Protocol (Praha, February 10th, 1934), presented by Czechoslovakia.

A Convention between France and Norway concerning wines and spirits, with Protocol of Signature (Paris, April 12th, 1927), and Exchange of Notes relating to the application of paragraph 5 of the said Protocol (Paris, July 18th, 1927), presented by Norway.

An Additional Agreement to the Convention of April 12th, 1927, between France and Norway, concerning wines and spirits (Paris, November 19th, 1934), presented by Norway

A Second Additional Agreement to the Convention of April 12th, 1927, between France and Norway concerning wines and spirits (Paris, February 27th, 1937), presented by Norway

An Agreement between Great Britain and Northern Ireland and Denmark regarding the mutual recognition of the load-line certificates issued to ships to which the International Load-line Convention of 1930 does not apply (London, March 24th, 1937), presented by Denmark.

### III.—POLITICAL QUESTIONS.

#### I. APPEAL BY THE SPANISH GOVERNMENT

In a telegram sent from Valencia to the Secretary-General on May 19th, the Spanish Government referred to the fact that at the end of the Council's extraordinary session held in December, 1936, to examine, in virtue of Article 11 of the Covenant, the situation created by the intervention of certain Powers in the Spanish struggle, the representative of Spain had stated that the resolution adopted by the

Council did not exhaust the question that had been raised. He had also declared that his Government reserved the right, should circumstances render it necessary, to ask the Council to proceed with the examination of the question.

The development of foreign intervention in Spain since December had assumed such proportions that it was essential for the Council to proceed with its examination, and the Spanish Government accordingly requested that the

matter should be placed on the agenda of the Council's session.

On May 28th, the Spanish representative, M. Alvarez del Vayo, speaking in the Council, said that since December last, four chief phases might be distinguished in the evolution of affairs in which periods of aggravation of the conflict alternated with attempts to mitigate its evils. On the one hand, Italo-German intervention was intensified and "culminated in the open aggression of Italy against Spain and in the battle of Guadalajara." On the other hand, there was the slow and painful bringing into effect of the system of control of the non-intervention agreements as worked out by the London Committee. The third stage was the ruthless application of the theory of a "totalitarian war," marked by the destruction of Guernica. The last stage was marked by the efforts of the London Committee to bring about the withdrawal of foreign combatants from Spanish soil.

The Spanish representative, after estimating the number of Italians that had entered Spain to fight against the Republican forces as 70,000 to 80,000, laid on the Council table a "white paper" containing "documents captured from Italian units in the Guadalajara fighting." He declared that these documents "proved irrefutably" the following facts: (1) that complete units of the Italian army were on Spanish territory; (2) that these units behaved in the sectors assigned to them as a veritable army of occupation; (3) that administrative services had been organised for these units by the Italian Government, as if Spain were a conquered country; (4) that the most eminent personalities in the Italian Government had addressed messages of encouragement to these forces.

M. del Vayo declared that this invasion of a country, a Member of the League of Nations, by another country also bound by the obligations of the Covenant, had hitherto had only one reply, which was given by the soldiers of the army of the Republic. He wondered whether the Council had not also a reply to make.

He then said that at Guernica, "razed to the ground by German aircraft," the tactics of frightfulness, of destruction and of the extermination of the civilian population had reached their culminating point. Malaga had been an "anticipation of Guernica." Madrid, bombarded every day by artillery, was a "continuation of Guernica." The uprising of world opinion over the "crime of Guernica" was a warning that the Council could not ignore.

Turning to the subject of control, M. del Vayo said that after rejecting the "policy of non-intervention" as unjust, his Government, once that policy was established, had accepted the international control system and intended to render it operative. The original scheme could not be carried out and had been replaced by a new method, the execution of which did not depend upon the Spanish Government's assent. After weeks of delay, "during which the rebels received supplies on a vast scale," the scheme came into force. The Spanish representative's view was that control had not so far had better results than the non-intervention policy.

Referring then to the policy of withdrawal of foreign combatants from Spain, which policy "came closer than any other to a strict interpretation of non-intervention," the Spanish representative said that his Government "had declared its agreement with this idea."

He then set aside the "chimera of mediation," and stated that the only possible settlement of the Spanish problem was "the full restoration of the national sovereignty of the power that expresses the will of the people, as manifested in the elections of February, 1936." The best way of humanising a war was to end it; and the war in Spain "would end as soon as the rest of the world ceased to allow totalitarian States to continue to intervene as they had done hitherto."

The Spanish Government remained loyal to the League, but thought that the Council would commit a grave error if it refused to take the measures required by the situation.

For some time the League had been following a road that might become fatal. Often it was more concerned with its enemies than with its friends. But those who are present should never be sacrificed to those who are absent. Everything should be done to enlist the co-operation in the collective work of peace of the maximum number of States; but always on condition that the Covenant was not sacrificed in pursuit of this object. In stating the Spanish problem once again before the Council, the Spanish Government did not desire to render more difficult the parallel labours of another international organ; but in its view the League continued to be the supreme international institution. If the League was to have a future, the struggle in Spain could not end without the Council adopting a clear and firm position. Spaniards had shown that they knew how to do their duty as men who were "fighting not only for their national independence, but for that of the peoples who do not wish to become

victims of totalitarian mysticism." Their Government "awaited serenely the decisions of the Council."

The representative of France, M. Delbos, was sure that everyone understood the legitimate reasons which had led the Spanish Government to appeal to the Council. Gradually the civil war had assumed an international character. Spain was no longer mistress of her destinies, and foreign intervention was a grave danger for general peace. France had from the outset urged the Powers to enter into non-intervention undertakings. If the efforts made had not so far produced the desired effect, they had brought about results which it would be unjust to overlook. The work of the London Committee was capable of improvement and should be carried further. There were two immediate tasks to be performed: to prevent the atrocity of war falling upon innocent victims, and to recall foreign combatants, whose presence in Spain increased the risk of an extension of the conflict.

In a solemn appeal, the London Committee had asked for the cessation of cruel methods that nothing could excuse. The Council must draw attention to the elementary rules of humanity and of international law that forbade such acts as the bombardment of open towns, which exposed the non-combatant population to the horrors of war. It would also certainly desire to employ all its authority in furthering the speedy realisation of the plan of withdrawal of non-Spanish combatants drawn up by the London Committee. The French Government was well aware of the Spanish Government's desire to safeguard the tranquillity of Europe. This task was difficult and called for the collaboration of all countries. By an unanimous manifestation of opinion, the Council would hasten the success of the London Committee. The Spanish people would once more become sole master of its destiny, and the hour would be brought nearer when liberty would be regained and blood would cease to flow.

M. Litvinoff, representative of the U.S.S.R., said that the Council was faced with a perfectly clear case of the violent intrusion of foreign armed forces into the territory of a Member of the League.

If events in Spain were confined to internal troubles, to a struggle between the Government and the rebels, not only would the League have nothing to do with the question, but the rising itself would long ago have come to an end by the defeat of the rebels, and international public order would not have been disturbed. The documents which had been published proved that the rebellion was organised with

foreign incitement and foreign aid. From the very first day, the rebels began to be supplied with arms, instructors and pilots from abroad. Tens of thousands of well-armed and trained volunteers then came to help them. Important battles with the Republican army were fought solely by these foreign military units, under the command of foreign generals. Spanish cities had been destroyed by foreign aeroplanes. For the first time since the League came into existence, foreign armed forces had intervened in the internal affairs of a European State, to impose upon it a régime and a political orientation. If this attempt succeeded and was tolerated there was no guarantee against a fresh attempt being made elsewhere in the immediate future.

The Government of the U.S.S.R. also had its own ideology; but it had never attempted, and would not attempt, by any means whatsoever, least of all by violent means, to impose its ideology upon other peoples. At the time of the rebellion it had no diplomatic or consular relations with Spain, and there was no Soviet citizen in the country. All that it desired was that, after the present events, just as before the rebellion, Spain should have the Government which it desired and which it voluntarily elected in accordance with the Constitution it had itself established.

M. Litvinoff's Government had therefore declared from the outset that it would support any action for the withdrawal of the non-Spanish combatants.

The Spanish Government rightly thought that the League would be condemned to a moral, if not a physical, death if it stood aside when events were taking place like those in the Iberian peninsula. Spain had always loyally performed her obligations as a Member of the League. Her Government had shown great moderation in not burdening the League with its appeals, although it had every right to do so, both formal and moral. It had at the moment appealed to the Council with the same modesty, "knowing the limited nature of the help which the League could give it, and without referring to any articles of the Covenant appropriate to the occasion." M. Litvinoff was confident that, not only in the interests of Spain but in those of international justice and of the League itself, the Council would afford the maximum assistance possible to the Spanish people.

Mr. Eden, representative of the United Kingdom, dealing first with the humanitarian side of the question, said that from the outbreak

of the civil war, British warships had evacuated more than 20,000 Spaniards or foreigners. Recently, the action taken in facilitating the evacuation of women and children from Bilbao had resulted in their being charged with partiality. It must be made clear that the United Kingdom Government was ready to take action on behalf of Spanish civilians in any part of Spain. In the same way, when rumours reached it of the possible use of poison gas, it had approached both sides and had received the assurance that the use of gas was not contemplated.

Mr. Eden then spoke of progress since December, 1936, in the enforcement of the non-intervention policy. At the beginning of 1937, a proposal was made that European Governments should, by agreement, prohibit the departure from and transit through their territory of non-Spanish nationals for the purpose of taking part in the war. The Non-Intervention Committee passed a resolution in favour of this step, with effect from February 20th. For a few weeks a scheme of observation around the land and sea frontiers of Spain had been enabling the London Committee to ascertain whether or not the agreements were being observed, and the Committee had just declared that the system was working satisfactorily.

The United Kingdom Government was only one of the twenty-seven Governments represented on the London Committee and had no special responsibility for the work done for it. While he was entitled to register the measure of progress made, in his view the objectives of the Non-Intervention Committee would not be realised until the last foreigner had been withdrawn from Spain and until that country had been allowed to settle her own destinies.

Foreigners engaged in hostilities, whether on one side or the other, had no business on Spanish soil. It was impossible to believe that intervention would benefit any nation that indulged in it. When at length the conflict was over, the Spanish people would not readily forget the part foreign nations had played—actively, in some instances—in the destruction of Spanish life and property.

The London Committee had referred to European Governments a report of its sub-committee, containing a plan for the withdrawal of foreign nationals. Moreover, some two days ago, on the supposition that this plan would be adopted by the Non-Intervention Committee, and in the expectation that its accomplishment would be very difficult if hostilities continued,

the United Kingdom Government had confidentially asked the chief Governments concerned whether they would join with it in an approach to both contending parties to secure a temporary suspension of hostilities on all Spanish fronts for a time sufficient to permit of the withdrawal of foreigners.

Premature information in regard to this step by the United Kingdom Government had led to misunderstandings which further complicated their task. At the moment, the Government had received a certain number of replies which, though they varied in temper and in the cordiality of the co-operation which they offered, by no means precluded the possibility of agreement.

Finally, Mr. Eden declared that ever since the conflict began, his Government had had two main objectives, from which they had not departed and would not depart: first, to do their utmost to ensure that the conflict should not spread and involve all Europe in its consequences. Secondly, to ensure that, whatever the final outcome of the civil war, the territorial integrity of Spain should be preserved. As regards the first objective, the danger of the Spanish conflict spreading was less than it was in the late summer of 1936, although it had not yet finally disappeared. Would not the Governments of Europe yet strive to make of the Spanish tragedy an occasion for co-operation rather than of conflict? As to the preservation of Spanish territorial integrity, this was a matter of great moment to the United Kingdom Government. The Council, whose duty it was to serve the cause of peace, would be fulfilling its mission in upholding the work of the Non-Intervention Committee, especially in regard to the withdrawal of foreign volunteers.

Mr. Jordan, representative of New Zealand, said that it was a function of the League to safeguard peace and to uphold lawful and constitutional governments against invasion and the violence of outside Powers. In spite of progress made since December, 1936, thousands of lives had been lost, not only of combatants but also of civilians—men, women and children. The Spanish Government's White Paper contained about 100 documents alleging that at least one outside Power had a fully-equipped army in Spain, committing acts of aggression not only against the people of Spain but also against the country's political independence. Other reports published by independent persons showed that what was going on in Spain was one of the most flagrant challenges to the League's authority.

The adversaries of the Spanish Government set up after the last elections had accused it of encouraging anarchy and crime. Whatever the political views of that Government, was there any justification for the invasion of Spain by an outside Power?

The Council should do all it could to facilitate the success of the Non-Intervention Committee in the work it had undertaken, especially for the withdrawal of foreign combatants; but could not the Council further ask the Committee to endeavour to restore peace and good order by a democratic expression of opinion by the Spanish people, once hostilities had terminated?

M. Sandler, representative of Sweden, referred to the terms of the resolution of December 12th, 1936, and considered that, "in view of the internal troubles and the possibility of international complications, they should emphasise the fact that, though civil war was raging in a country, the importance and value of Article 10 of the Covenant were in no way lessened."

In the present case, the Swedish Government considered that at the moment, as in December, 1936, the appropriate method would be "not to set in motion a procedure parallel to that of the Non-Intervention Committee set up in London, but rather to reinforce its work by giving it the support of the League's authority."

The Swedish Government was also prepared, by its vote in the Council, to support any humanitarian effort that circumstances might justify.

On May 29th, the Council unanimously adopted the following resolution:

"The Council,

"After hearing the observations made before it:

"I.

"Confirming the principles and recommendations set forth in its resolution of December 12th, 1936, and, in particular, the duty of every State to respect the territorial integrity and political independence of other States, a duty which, for Members of the League of Nations, has been recognised in the Covenant;

"1. Observes with regret that the development of the situation in Spain does not seem to suggest that the steps taken by Governments on the recommendations of the Council have as yet had the full effect desired;

"2. Notes that an international scheme of supervision of the non-intervention undertakings assumed by the European Governments is now in force;

"3. Notes with very great satisfaction the action taken by the London Non-Intervention Committee with a view to the withdrawal of all non-Spanish combatants taking part in the struggle in Spain;

"4. Expresses the firm hope that such action will be taken in consequence of this initiative as may ensure with the utmost speed the withdrawal from the struggle of all the non-Spanish combatants participating therein. This measure is at present, in the Council's opinion, the most effective remedy for a situation the great gravity of which, from the standpoint of the general peace, it feels bound to emphasise, and the most certain means of ensuring the full application of the policy of non-intervention.

"5. Urges members of the League, represented on that Committee, to spare no effort in this direction;

"6. Expresses the hope that the early success of these efforts will lead without delay to the cessation of the struggle and give the Spanish people the possibility of deciding its own destiny;

"II.

"1. Profoundly moved by the horrors resulting from the use of certain methods of warfare, condemns the employment in the Spanish struggle of methods contrary to international law and the bombing of open towns;

"2. Desires to emphasise its high appreciation of the efforts of unofficial institutions and certain Governments to save civilians, especially women and children, from these terrible dangers."

M. Alvarez del Vayo, after thanking the Council for the attention it had given to the Spanish Government's appeal, and more especially as concerned the withdrawal of non-Spanish combatants, referred to the allusion made in the debate to the progress of the policy of non-intervention since December, 1936, and observed that this progress had not prevented Italian and German intervention from becoming a genuine aggression. He also referred to the expression "the two parties" used in connection with the Spanish conflict and, under instructions from his Government, said that the latter "could not in any case allow this expression to be applied officially in order to indicate on the one hand the legitimate Government of Spain and on the other hand those who, with foreign aid, were directly responsible for the military rebellion which had cast Spain into her present tragic position."

The Council session was then closed.

*Communication from the Spanish Government on the subject of the Ibiza incident and the bombardment of Almería.*

Two days later, in a communication to the Secretary-General, the Spanish representative stated that in the early hours of Saturday, May 29th, the commander of the German squadron in the Mediterranean had sent the military command of the Republic at Valencia a telegram informing it that, if Spanish aircraft

belonging to the Republic flew, as had already occurred, over German vessels carrying out their duty in the zone of supervision, he had given orders for adequate measures to be taken.

In regard to this communication, the Spanish representative observed that under the system adopted by the London Committee, German warships had to observe, at a distance of at least ten miles, certain zones under the Government's authority, but that these vessels "did not consider it incompatible with the international mission entrusted to them to visit ports occupied by the rebels in zones where the duty of observation belonged to the vessels of other nations."

The Minister of Defence of the Spanish Government replied to the German Admiral's telegram saying that if supervision were exercised at the distance of ten miles laid down by the London Committee, warships would be wholly free from danger. But this guarantee could not be given if those ships entered without justification roadsteads or ports which were centres of insurgent activity. In this case the Spanish Government could not stop its action.

The Spanish representative's note went on to state that in the afternoon of May 29th, two Republican aeroplanes sent on reconnaissance above the rebel centre of Ibiza in the Balearic Islands were fired on by a German warship anchored in the port. The aeroplanes retaliated by bombarding the aggressor vessel. The Spanish Government immediately announced these facts in a communiqué to the Press. The German Government waited 24 hours before announcing that the battleship "Deutschland" in the roadstead of Ibiza had been suddenly bombarded between 6 and 7 p.m. on May 29th by two Spanish Government aircraft.\*

On the basis of its version of the incident, the German Government caused the port of Almeria to be bombarded on the morning of May 31st. The Spanish note stated that a cruiser and four destroyers fired 200 shots into the town. Thirty-five buildings had been destroyed, and up to the moment nineteen dead, including five women and one child, had been found among the ruins.

The Spanish Government considered "this fresh aggression on the part of the naval forces of the Reich constituted the greatest outrage against an independent and sovereign State, of all the acts of aggression committed by the German fleet since the Reich, contrary to all the rules of international law and to the non-

intervention obligations, had intervened in the conflict in Spain."

In view of the gravity of this act and of the official announcement of the despatch of further German warships to the Mediterranean, the Spanish Government felt bound to draw the attention of Members of the League to the situation.

## 2. TREATY OF MUTUAL GUARANTEE DONE AT LOCARNO ON OCTOBER 16TH, 1925

On May 13th, 1937, the Governments of the United Kingdom and France forwarded for registration the text of a joint note addressed by them on April 24th to the Belgian Government. In this note, the two signatory Governments declare that they consider Belgium released from all obligations towards them resulting from the Treaty of Locarno and the arrangement of March 19th, 1936, and that they have taken note of certain views expressed by the Belgian Government relating to its fidelity to the Covenant of the League of Nations and its determination efficiently to organise the defence of Belgium against any aggression or invasion.

In a communication to the Secretary-General, dated May 26th, the Governments of the United Kingdom and France stated that the preparatory exchange of views which had recently been taking place between the signatories of the Treaty of Locarno, with a view to the negotiation of a new Western European Security Pact to replace the former instrument had shown, on the one hand, that in any new treaty Belgium would wish to give no guarantees to other States, and, on the other hand, that the other four Governments concerned in the negotiation would be prepared to agree that Belgium should not undertake to guarantee other States in the new treaty. In view of the delay experienced in the negotiation, the United Kingdom and France had decided to give effect in advance to the wish of the Belgian Government.

The Franco-British communication added that this exchange of notes with the Belgian Government in no way affected the obligations of any other country than Belgium. It was indeed expressly stated that neither the undertakings of France and the United Kingdom towards Belgium, nor the existing undertakings between the United Kingdom and France were affected.

The United Kingdom and French Governments regarded the arrangement thus concluded as a means of facilitating, with the collaboration

\* The German Government's communiqué, published on May 30th, said that the bombardment of the "Deutschland" had involved the death of 23 sailors; 83 had been wounded, 19 of these seriously.

of the other interested Powers, the settlement of those problems, the solution of which is essential to the peace of Europe

On May 27th, the representative of France, M. Delbos, speaking in the Council, said that by informing the Council officially of the Franco-British declaration of April 24th, the French Government's desire was not merely to acquaint it with the new character of the relations between France and Belgium on the juridical plane, since nothing had been changed on the plane of mutual friendship; the French Government's object had also been to make before the Council a double affirmation. Whatever obstacles might have been encountered during the past fifteen months in negotiations for a Western agreement intended to replace the Treaty of Locarno, the French Government's determination to succeed was not lessened, and it in no way despaired of a favourable result. On the other hand, France did not at any time forget the connection that existed between Western security and the security of Europe in general. The former could not be acquired to the detriment of the latter. On the contrary, the French Government conceived the settlement that was contemplated as one that would contribute to the consolidation of general peace.

The representative of the United Kingdom, Mr. Eden, expressed the hope that the negotiations that had been so happily concluded with the Belgian Government might prove to be a step towards negotiations of a wider scope, and might make possible the establishment of a closer collaboration between all the interested countries. The United Kingdom Government would continue to persevere in its efforts to bring about a settlement which it earnestly desired to see realised and which would be a good augury for the future of Europe.

The representative of Belgium, M. Spaak, expressed his complete agreement with the declaration interpretative of the Franco-British note of April 24th, as made by M. Delbos and Mr. Eden.

The note of April 24th had relieved Belgium of the obligations which she had contracted at Locarno and in London. The Franco-British guarantee was, on the contrary, maintained in respect of Belgium. This guarantee was based on a definition of Belgian foreign policy, which contained two essential affirmations: (1) Belgium's determination to defend, with all her forces, her frontiers against any aggression or invasion and to prevent her territory from being utilised in view of an aggression against another State, whether for the purpose of passage or as

a basis of operations by land, sea or air, and finally, with this object, to organise her defences in an effective manner; (2) an assurance of the fidelity of Belgium to the Covenant of the League and to the obligations which it entails.

The Belgian Government, like the French and United Kingdom Governments, considered that this declaration should be regarded as a stage towards the elaboration of a new Western Pact, the conclusion of which was bound to facilitate the solution of other world problems.

The Council took note of the communication from the French and United Kingdom Governments and of the statements made at the Council table, and decided that the question be adjourned until the next ordinary session.

### 3 QUESTION OF ALEXANDRETTA AND ANTIOCH.

The Committee of Experts which had been instructed by the Council in a resolution of January 27th to prepare the Statute and Fundamental Law of the Sanjak of Alexandretta\* finished its work on May 15th, adopting a report to the Council to which was annexed a draft Statute and Fundamental Law.

In this report, the Committee stated that the Statute was an international charter of which the provisions were binding on all authorities who would have dealt with the affairs of the Sanjak. The Fundamental Law concerned the internal life of the territory and must be interpreted in the light of the Statute. Should its provisions conflict with those of the Statute, the latter must prevail.

The Statute begins by referring to the principles that are to govern the Sanjak as a separate entity independent in its internal affairs; but its foreign affairs are to be conducted by Syria. The Sanjak and Syria will have the same customs and monetary administration. The Statute then refers to the conditions of the general supervision by the Council of the League to ensure observance of the Statute and Fundamental Law. The Council's decisions will be taken by a two-thirds majority, without reckoning the votes of the Parties. It then deals with the method of co-operation between France and Turkey, defines Sanjak citizenship, and provides for liaison between the Government of Syria and that of the Sanjak, especially in foreign affairs.

There follow certain provisions as to demilitarisation and the rights of minorities. The last articles relate to customs and money.

\* See Monthly Summary, Vol. XVII, No. 4, page 80.

administration and the use by Turkey of the Port of Alexandretta.

The Fundamental Law deals with the organisation of the legislature, executive, and judiciary. The first of these is exercised by an assembly of forty members, elected in two stages and for a period of four years. The executive power is in the hands of a President, elected by the Assembly and assisted by an Executive Council of not more than five members. The whole of the proceedings involved in the first elections to the Assembly will be organised and supervised by a Commission, the members of which will be appointed by the Council of the League.

The experts' report mentioned the points on which agreement had not yet been reached in the Committee: the question of languages and that of the three *Nahîs* of Bassit, Bahir and El Akrad. The Turkish expert had proposed that these *Nahîs* should be partially incorporated in the Sanjak, while the other members saw no adequate justification for such an incorporation. The report also laid down the conditions under which the demilitarisation of the Sanjak might be carried out.

On May 25th, M. Sandler, representative of Sweden, rapporteur, speaking in the Council, mentioned the points that must be considered by that body. In addition to questions on which the Expert Committee had not been unanimous, there were a certain number of decisions to be taken relating to the date of the coming into force of the Statute and Fundamental Law and of the first elections to the Legislative Assembly, and the number and method of nomination of members of the commission responsible for organising and supervising the various electoral operations.

As regards the treatment of minority petitions which might be referred to the Council under the terms of the Statute after the expiry of the mandatory régime in the Sanjak, M. Sandler thought that petitions transmitted to the Council by its delegate in the Sanjak should be examined by a committee consisting of three members of the Council.

On May 29th, M. Sandler, who had in the interval proceeded to the necessary negotiations, laid before the Council a report and draft resolution. He paid a tribute to the work of the Committee of Experts and mentioned the valuable services of the Council's "observers" in the Sanjak; his report contained a number of definite proposals.

The Council should begin by approving the draft Statute and Fundamental Law which

would come into force on November 29th 1937\*. It would also adopt the recommendations of the Expert Committee's report, in so far as it did not decide otherwise. Until the termination of the mandate, France would have the task of bringing the new régime into operation as far as was compatible with the exercise of her mandate, on the expiry of which the appointment of the League of Nations' delegate would take place.

With regard to the question of the three *Nahîs*, the rapporteur agreed with the view of four out of the five experts concerning the incorporation of the whole or part of them in the territory of the Sanjak.

But in order to afford every assurance to the Turkish population of the *Nahîs* as concerned their language and culture, he proposed that the Council should state that particular attention must be devoted to the problem of the guarantees which the League would have to ask from Syria on the termination of the mandate, more especially in connection with the right of members of minorities to use their own language in the courts, and to receive public elementary education in that same language.

On the subject of languages, the Council had decided on January 27th that Turkish should be an official language in the Sanjak, and had laid down that it would subsequently settle the character and conditions of the use of another language. Following the suggestions of the Committee of Experts, the rapporteur proposed that the Council should decide that Arabic should also be an official language in the Sanjak. In the public schools, elementary teaching would be given in the official language preponderant in the village or quarter in which the particular school was situated. The teaching of the other official language would be either optional or compulsory, provided that in this respect the two languages received completely identical treatment. Both might equally be employed in all the courts of justice and in the Sanjak Assembly, as well as for administrative regulations and relations between the public and the administration.

On the subject of the organisation and control by commissioners of the whole of the proceedings involved in the first elections in the Sanjak, the rapporteur proposed that the Council should instruct its President to begin by appointing a Commission of five members who would

\* On this subject the report made the reservation that on the date in question, the treaties provided for in paragraph 7 of the fundamental principles of the Council's resolution of January 27th, 1937, should have come into force.

carry out the necessary preparatory enquiries and submit proposals for the appointment of the officials to arrange for and supervise the electoral proceedings.

The President of the Council would then fix the date of the first election in the Sanjak; these should, however, be held not later than April 15th, 1938.

The Statute provided for the conclusion of an agreement between Turkey and the Sanjak Government to lay down detailed rules for the application of the special régime of the Port of Alexandretta; the rapporteur asked the Council to express its desire that this agreement should be speedily concluded and that the text should be communicated to it.

Lastly, on the subject of Capitulations, the Committee of Experts found that this matter lay outside its terms of reference. But under Article 5 of the Mandate for Syria and Lebanon, the Capitulations are to be re-established on the expiry of the mandatory régime, unless other arrangements have been made between the Powers affected. The rapporteur proposed that consideration of this question, so far as the Sanjak was concerned, should be postponed until the Council was called upon to settle the matter, when examining the conditions for the emancipation of the territories of the Levant which had been placed under French mandate.

In conclusion, the rapporteur laid before the Council a draft resolution in which the Council approved of the settlement reached in the report, and, in particular, the draft Statute and Fundamental Law, subject to the additions proposed in the report above mentioned.

In accepting the report and resolution, M. Delbos (France) emphasised the success which the League had once more won and the effectiveness of its methods. The January agreement had provided for the negotiation of agreements between France and Turkey guaranteeing the territorial independence of the Sanjak and respect for the Turco-Syrian frontier. These conventions had just been concluded between France and Turkey and ensured a complete uniformity of views between the two countries as regards the accession of Syria and Lebanon to full independence, confirming the inviolability of the common frontier, under the guarantee of France. The agreement provided France and Turkey with an opportunity of strengthening their ties of friendship and co-operation under the ægis of the League. France was thus united to Turkey for the maintenance of peace in the Near East.

M. Rustu Aras, representative of Turkey, associated himself wholly with the views of the

French representative. In regard to a small portion of territory, Turkey had allied itself to France for the defence of the *status quo* and of peace.

After speeches by Mr. Eden, M. Litvinoff, the rapporteur, and the President of the Council, M. Sandler's resolution was adopted.

The French representative then stated that his country which had just voted in favour of the resolution, accepted the settlement therein laid down as constituting the final solution of the question, and undertook the special obligations which devolved on her from the provisions that had been adopted.

The Turkish representative made the same declaration.

\* \* \*

Before the Council meeting, the two agreements provided for in the resolution of January 27th had been signed by the representatives of France and Turkey.

The first was a territorial guarantee by France and Turkey of the Sanjak of Alexandretta.

The second concerned the Turco-Syrian frontier, and constituted a recognition of the definitive character of that frontier and a guarantee of its inviolability. Each Party further undertook to prohibit any activity directed against the Government or security of the other in Turkish or Syrian territory.

#### 4. INTERNATIONAL REPRESSION OF TERRORISM.

The Council decided, on May 27th, that a Conference should be summoned on November 1st, 1937, to consider the two draft Conventions for the prevention and punishment of terrorism and for the creation of an International Criminal Court, drawn up by the Committee of Experts appointed under the Council's resolution of December 10th, 1934.\*

The President of the Council was empowered to appoint the President of the Conference, in consultation with the Secretary-General.

It was agreed that the Governments of States Members of the League and also the Governments of the following countries would be invited to participate: Germany, United States of America, Brazil, Costa Rica, Free City of Danzig, Iceland, Japan, Liechtenstein, Monaco, and San Marino.

On behalf of the Little Entente, the Roumanian representative, M. Antonesco, after expressing his satisfaction at the result of the efforts of

\* See Monthly Summary, Vol. XVII., No. 4, page 80.

the Council and of the Expert Committee, said that he had only one hope, namely, that these agreements, whilst ensuring the co-operation of States against terrorism and protecting them, without distinction as regards their social organisation, against that scourge, would never have to be put into operation.

The Swedish representative, M. Sandler, referring to the discussion on the proposals for the Convention on the Repression of Terrorism

in the First Committee of the Assembly, reserved the attitude of his Government in regard to the question

#### 5. REQUEST OF THE IRAQI GOVERNMENT †

At the desire of the Governments of Iran and Iraq the Council, on May 24th, decided to adjourn to its next ordinary session the consideration of the Iraqi Government's request under Article 11, paragraph 2, of the Covenant.

### IV.—REDUCTION AND LIMITATION OF ARMAMENTS.

#### MEETING OF THE BUREAU OF THE DISARMAMENT CONFERENCE.

On January 26th the Council had summoned the Bureau of the Conference for the Reduction and Limitation of Armaments\* to meet on May 6th.

But on April 29th, on the proposal of M. Politis, Vice-President of the General Commission of the Conference, the Bureau's meeting was postponed by the President of the Council so as to coincide with the sessions of the Council and Assembly, which were to begin on May 24th and 26th respectively. The chief reason for the change was the desire not to interfere with the Capitulations Conference which was still sitting at Montreux. The meeting of the Bureau was therefore held on May 31st under the presidency of M. Politis.

After the President had paid a tribute to the memory of Arthur Henderson and emphasised that the best way of honouring his memory would be for members to devote themselves to the task which he had left unfinished, the President read a letter from M. Benes, President of the Czechoslovak Republic, in which the writer relinquished the office of Rapporteur-General to the Conference.

The Bureau decided to send to M. Benes an expression of its gratitude for his devoted services to the Conference. It was agreed that the appointment of a new Rapporteur-General and also the election of a new President would not take place until the plenary Conference or the General Commission met.

M. Politis then summed up the position as regards the work done since the last general meeting of the Bureau in November, 1934. Provisions had been drafted on three subjects: The regulation of the trade in and manufacture of arms; publicity of national defence expenditure; and the constitution and working of a Permanent Disarmament Commission. None

of these documents had so far been discussed either by the Bureau or by the General Commission. The Bureau would therefore have to take a decision with regard to the Conference's future work.

The representative of France, M. Paul-Boncour, observed that it was his country that had taken the initiative of asking for the present meeting. In view of the extent and rapidity of the growth of armaments, France could not abandon the hope that a halt could be called in a race which was leading the world rapidly towards a catastrophe. The work of the Conference had led, on certain points, to the preparation of definite proposals that had been expressly accepted by all delegations, while others involved slight differences that might easily be overcome. Amongst these questions were budgetary publicity, the setting up of a Permanent Disarmament Commission, the regulation and supervision of the trade in and manufacture of arms and even, to some extent, the limitation of armaments with the internationalisation of civil aviation. The fundamental provisions of the proposal for budgetary publicity had been accepted by all members of the Conference, including those who had subsequently withdrawn.

But before a Permanent Commission was set up, there must be something for it to supervise. This should be budgetary publicity. The mere fact of the Commission's existence would prove that the question of armaments was at length to be dealt with internationally.

The representative of Sweden, M. Westman, said that at the last Assembly the delegations of the Northern States had asked for and obtained the constitution of the Third Committee. Even in the present political situation, his country thought there was a possibility of discerning positive factors. A certain number of States, and among them Sweden, were ready to

\* See Monthly Summary, Vol. XVII., No. 1, page 6.

† See Monthly Summary, Vol. XVII., No. 1, page 6.

agree to a Convention on budgetary publicity. But he thought that the texts drawn up by the Committee should be simplified. The bringing into force of a Convention on publicity would involve the setting up of a body for centralising information and for supervision. Such a body would have an important task.

As regards the regulation and supervision of the trade in and manufacture of arms, the prospects were less favourable. The idea of concluding which might be termed a trial Convention, which a certain number of States might sign, had been put forward. During recent years, in several countries a supervision of the manufacture of and trade in arms had been imposed by law. In others, preparations to this end had begun. Should not the Bureau draw the attention of Governments to what certain States had already done, in order to encourage others? The Swedish representative suggested that the Bureau should recommend Governments to supply it with the texts of laws already passed, and with those which it was proposed to introduce.

Mr Hugh Wilson, the representative of the United States of America, said that the absence of at least two great Powers might render part of the Bureau's work illusory, and that the apparent determination throughout most of the world to carry through given armaments programmes offered little promise of an early reversal of policy. One of the principal causes of the Conference's lack of success was the fact that during the very period when the nations were seeking agreement to reduce armaments, they were not adjusting their political differences. Was not trying to solve the problem of armaments, without concurrently attempting the solution of the other problems to attack the effect while disregarding the causes? The United States of America were not primarily concerned with the political problems involved, but as to the economic problems they were deeply interested. So long as nations sought to stifle international trade, a sense of insecurity would prevail, such as was at present being answered by military preparation. If international trade were freed from its excessive impediments, internal conditions would improve and the urge to non-productive military expenditure would be allayed. The day would soon come when they could and must make another move forward. Meanwhile, let them keep the organisation of the Conference intact, even if for a while inactive. Although it had not yet arrived at concrete agreements, it had done a vast amount of preparatory work which could be utilised. When circumstances favoured, the

Conference could meet again without delay and benefit by experience gained. For the moment they should not embark on active negotiations, but stand ready to renew them the instant appeasement in the economic field justified a new approach to the problem of armaments.

Lord Cranborne, representative of the United Kingdom, said that the purpose of his Government was a general limitation and reduction of armaments by international agreement. As regards naval armaments, some progress had been made. The British delegation, in a memorandum to the Secretary-General dated May 27th, had announced the position as regards negotiations in this field. After the conclusion of the London Naval Treaty, 1936, which embodied the maximum amount of agreement that could, at that time, be obtained, it had been decided that the conclusion of bilateral agreements with such Powers as had shown particular interest in naval disarmament would best serve to pave the way for a general treaty under the auspices of the League of Nations. The United Kingdom Government had accordingly opened negotiations with the German and Soviet Governments. He hoped that at no distant date agreements on the basis of the 1936 Treaty might be concluded simultaneously by Germany and the U.S.S.R. with the United Kingdom. His Government had also started negotiations with the Governments of Poland, Turkey, Finland, Denmark, Norway and Sweden, with the intention of extending the system of bilateral agreements. All such agreements would be communicated to the League. On the other hand, His Majesty's Government's hopes with regard to the reduction of the size and calibre of guns for capital ships had not been realised, the Japanese Government being unable to accept the proposal for a limitation to 14 inches.

The United Kingdom representative then spoke of the signature in 1936 of a Protocol on the humanisation of submarine warfare, he hoped that this instrument would soon receive world-wide acceptance.

As regards other aspects of the problem, the political situation had so far deteriorated in the past three years that any hope of a general disarmament agreement must be banished. The United Kingdom Government had been compelled without delay to make good the deficiencies in its armaments. The British programme of rearmament, with which good progress had been made, would be carried through to the end; it was not directed against any country, but was solely for the defence of the United Kingdom and the fulfilment of its international obligations. Some great Powers were not taking part

in the work of the Bureau. Disarmament must be of general application; but he fully appreciated the view of the French representative as to the necessity for not interrupting all work; and as to the possibility of making at least some positive contribution. His Government was ready to agree to the general lines of the draft Convention on budgetary publicity, if it were accepted by the chief world Powers.

The Bureau should therefore ask all present or past members of the Conference whether they accepted the principle of budgetary publicity and were ready to set on foot a Convention such as that which had been prepared. There would be a Permanent Commission to supervise the carrying out of the undertakings entered into. Even if negotiations did not lead to a unanimous agreement, it would be well for the Bureau to meet again during the year to make the necessary modifications in the draft Convention, which might then be put into force as soon as circumstances permitted. But as regards M. Westman's proposal for the regulation of the trade in and manufacture of arms, he preferred to reserve consideration for a later stage.

M. Litvinoff, representative of the U.S.S.R., stated that his Government, whilst favouring a scheme of complete disarmament, had always been ready to accept less radical proposals. In that spirit it had supported the initiative of the British Government for the conclusion of the naval agreement now ready for signature.

The problems of to-day called not so much for the limitation of armaments as for the limitation of the use of existing armaments. He saw no difficulty in accepting M. Paul-Boncour's proposals.

M. Motta, Honorary President of the Conference, said that the Swiss Confederation took a sympathetic view of the suggestions of M. Westman; but owing to the absence of certain Great Powers, he shared the views expressed by the representatives of the United States and of the United Kingdom.

M. Lange, representative of Norway, Chairman of the Air Committee, thought that the Bureau might apply to all States, whether Members of the League or not, asking them to state their attitude in regard to publicity of expenditure. If general agreement could not be reached, certain States would remain free to conclude an agreement amongst themselves for an exchange of information on the subject. He supported M. Westman's proposal as to the desirability of collecting information on the supervision of the manufacture of and trade in arms.

M. Moresco, representative of the Netherlands, Chairman of the Naval Committee, said that, owing to their interests in the Far East, the Netherlands had been obliged to adopt an attitude of reserve in regard to agreements for naval disarmament, so long as the great naval Powers in the Pacific had not reached an agreement. He supported the views expressed by M. Westman.

After the representative of Japan, M. Yokoyama, had stated that his delegation felt obliged to maintain in general a passive attitude, owing to the existing situation in Europe, the Bureau of the Conference unanimously passed the following resolution:

"The Bureau of the Conference for the Reduction and Limitation of Armaments, convened by the Council of the League of Nations on the proposal of the French delegation and in accordance with the recommendation made by the Assembly on October 10th, 1935,

"Having informed itself of the work accomplished by the Committees of the Conference since the Bureau's last meeting on November 20th, 1934,

"Having heard the statements and proposals made by certain of its members and recorded in to-day's minutes,

"Noting that the general political and economic situation is not at present such as to ensure the success of a resumption of the work on all the questions forming part of the Conference's programme;

"But considering none the less that, among the drafts framed by the Conference, that concerning publicity for national defence expenditure and the working of an organ of supervision and co-ordination would under certain conditions be a suitable subject for an agreement which would represent a first step;

"Considering moreover that in certain countries legislative measures have been taken setting up a national system of supervision for the manufacture of and trade in arms;

"Decides:

"1. To communicate the text of the draft Convention on Publicity for National Defence Expenditure and the working of an Organ of Supervision and Co-ordination to all the Governments which are or have been represented at the Conference, with the request that they inform the Secretariat of the Conference whether they are prepared, in principle, to accept a system of publicity based on that Convention;

"2. To meet again on a date to be fixed by the Council of the League of Nations, for the purpose of considering the replies from the Governments, discussing the draft Convention on Publicity for National Defence Expenditure, and deciding upon appropriate measures;

"3. To instruct the Secretariat to collect and communicate to the members of the Bureau any useful information obtainable as to the present position in regard to the national control of the manufacture of and trade in arms in the principal countries."

## V.—TECHNICAL ORGANISATIONS.

1. ECONOMIC AND FINANCIAL  
ORGANISATION.(a) *Work of the International Sugar Conference.*

The International Sugar Conference\* ended its work on May 6th. The agreement which it reached was the result of separate discussions between the different Delegations and a Negotiating Committee consisting of representatives of the United Kingdom, France, United States of America, and Germany.

The chief task of the negotiators was to make an adjustment between the total exports to the free market and the total requirements of that market. For that purpose the export quotas to be allocated—representing the quantities of sugar which the producing countries would be authorised to supply to the free market—had to be reduced to proportions which would not burden the market or cause excessive depreciation of the goods, furthermore, the sum total of the quotas must be sufficient to ensure the supply of sugar and prevent an abnormal rise in prices prejudicial to the interests of the consumer and to the development of consumption. For that purpose a system had to be worked out fixing the basic quotas (while admitting of certain exceptions) and, further, providing machinery to adjust quotas to the requirements of the market. To this end a Permanent Organisation had to be planned comprising an International Sugar Council, an Executive Committee, and a Secretariat, the respective attributes of which were laid down.

The Agreement adopted on May 6th consists of a preamble and seven chapters; there is also a protocol annexed to it.

In the *preamble* the contracting parties declare that the Agreement has been reached in pursuance of the recommendation of the World Monetary and Economic Conference of 1933, that negotiations should continue with a view to establishing and maintaining an orderly relationship between the supply and demand for sugar in the world market; they call attention to the fact that the present situation of the sugar market renders it possible and necessary for the Governments concerned to collaborate to this end, and they declare that they have borne in mind the principle that any International Agreement for the regulation of production and marketing should be equitable both to producers and consumers.

*Chapter I* defines the various terms employed in the Agreement, in particular ton; long ton; short ton; quota year (beginning September 1st); sugar (within the meaning of the Agreement); net exports and imports; the Council (i.e., the International Sugar Council), to be set up under the Agreement, consisting of representatives of all the Contracting Governments.

*Chapter II* lays down that the Contracting Governments shall take all the legislative or administrative measures necessary for the execution of the agreement, and communicate the text of such measures to the Secretariat of the Council. Indications are also given regarding the rules which it would be desirable to apply to agrarian policy and to State assistance to the sugar industry. The Contracting Governments further agree that favourable consideration should be given to all proposals having for their objective: the reduction of disproportionate fiscal burdens on sugar; the encouragement of increased consumption of sugar, the checking of abuses resulting from the substitution of certain substances for sugar; the search for new uses for sugar. It is provided that the Council shall make a study of these various subjects and that the Governments shall supply certain statistics and information requested by the Council.

*Chapter III* contains the obligations entered into by countries not exporting to the free market. These obligations, which are determined as the maintenance and expansion of the free market, may be summarised as follows:

The United States of America will continue to import from the free market at least as much as at present.

The Philippines will not export to the free market, so long as their present arrangements with the United States remain in force, except that a small share in any increase in the free market requirements is reserved for them.

The United Kingdom will maintain its present legislation regulating sugar production designed to limit the annual production of sugar in Great Britain to a standard quantity of 560,000 long tons of white sugar (approximately 628,000 metric tons raw value). It is expected, however, that for the sugar year 1937/38 this maximum will not be reached.

The British Colonies will limit their total exports to a basic figure of 965,254 metric tons (950,000 long tons) per quota year.

Australia will limit her exports to 406,423 metric tons (400,000 long tons).

\* See Monthly Summary, Vol. XVII., No. 4, page 71.

The Union of South Africa will limit them to 209,000 metric tons (231,000 short tons).

India will prohibit exports by sea elsewhere than to Burma.

If consumption increases in the parts of the British Empire which are at present importers, the British Dominions and Colonies and the United Kingdom producers shall obtain a share in this increase proportionate to that which they have in present requirements, any surplus in such increase to be reserved for exporters to the free market. Australia and the Union of South Africa have undertaken to leave their share of the increase available to the free market in 1937/38.

The Government of China will use its best endeavours to the end that the sugar import requirements of the Chinese market shall not decrease, and if possible shall increase, during the period of the present Agreement.

The Netherlands undertake not to export to the free market sugar produced on their territory whether in Europe or in Netherlands Guiana.

*Chapter IV* fixes the export quotas for the free market allotted to the different contracting countries. These basic quotas are as follows:

	<i>Metric tons.</i>
Belgium (including Belgian Congo) ..	20,000
Brazil .. .. .	60,000
Cuba .. .. .	940,000
Czechoslovakia .. .. .	250,000
Dominican Republic .. .. .	400,000
Germany .. .. .	120,000
Haiti .. .. .	32,500
Hungary .. .. .	40,000
Netherlands (including overseas territories) .. .. .	1,050,000
Portugal (including overseas possessions) .. .. .	30,000
Peru .. .. .	330,000
Poland .. .. .	120,000
Union of Soviet Socialist Republics (excluding exports to Mongolia, Tanna Tuva, and Sin-Kiang) ..	230,000

Czechoslovakia will receive the following extra allotments:

Year beginning 1st September, 1937, 90,000 metric tons.

Year beginning 1st September, 1938, 60,000 metric tons.

Year beginning 1st September, 1939, 25,000 metric tons.

An export quota of 47,500 tons is placed in reserve, to be at the disposal of certain countries should need arise.

Yugoslavia shall have a claim on the reserve up to 12,500 tons during each year of the Agreement. France will be entitled to the remainder if her home or Colonial production exceeds her consumption.

Further, it is noted that the Governments of certain countries have given notice that during the quota year beginning 1st September, 1937, they will not make use of certain parts of their export quotas, viz.:

Belgium, 5,000 tons; Germany, 70,000 tons; Hungary, 20,000 tons; Poland, 20,000 tons; U.S.S.R., 11,500 tons.

The French Government has, moreover, given notice that during the said year the reserve quota may be reduced by 22,500 metric tons.

In addition, in the years 1937/8 and 1938/9, the International Sugar Council may reduce all the effective quotas as set out above by a uniform percentage not exceeding 5 per cent. if it thinks it necessary. Reductions may be made in later years if all the Governments concerned agree. On the other hand, if the quotas are inadequate at any time, the Council may (acting by three-fifths majority) allot additional quotas pro rata to any extent it thinks fit. Provision is made for the Executive Committee to consider as a matter of urgency and consult the Council by telegraph if any sudden shortage or threat of an undue rise in price should occur.

*Chapter V* contains the provisions relating to stocks, which have taken into account considerations of two kinds: on the one hand, the contracting Governments have fully realised that due regard must be had to the necessity of maintaining adequate reserve supplies to meet unexpected demands, and on the other they have agreed that it is undesirable that excessive stocks of sugar should be allowed to accumulate and weigh on the market. Those contracting Governments to which export quotas have been or may be allotted have undertaken so to regulate their production that their stocks shall not exceed respectively, on a date to be fixed each year by mutual agreement, an amount equal to 25 per cent. of their annual production. Nevertheless, the Council may authorise certain exceptions and, moreover, special provisions have been made with regard to the stocks of the Republic of Cuba, the Netherlands East Indies, and Hungary. It is agreed that on the territory of cane producing countries sugar production shall be regulated, apart from special adverse conditions, so that stocks shall equal, on a fixed

date in each year, an amount not less than 10 per cent of the export quota.

*Chapter VI* provides that the Agreement shall be administered by an International Sugar Council, composed of representatives of all the Contracting Governments, and by an Executive Committee of nine members. The seat of the Council and the Committee will be in London; a Secretariat will also be set up.

This Chapter also lays down the powers and duties of these various organisations and indicates the conditions under which they will be summoned, and budgetary arrangements, voting arrangements, etc. It is further provided that the Executive Committee shall include three representatives of the Importing Countries, three of cane producing countries and three of beet growing countries. The complete composition of this Committee is also determined.

Finally *Chapter VII* contains various provisions particularly regarding the territories to which the Agreement shall apply, procedure in cases of infringement, procedure for cases in which the attainment of its object is being hindered by countries not parties thereto, conditions of ratification, entry into force, duration (five years from the date of entry into force), denunciation, withdrawal in specified conditions.

The Protocol annexed to the Agreement provides for arrangements applying to the period preceding the entry into force of the Agreement.

#### (b) *Work of the Financial Committee*

The Council considered the report on the recent session\* of the Financial Committee on May 25th

On the motion of the rapporteur, M. Sandler, representative of Sweden, it was decided to appoint a small Committee of jurists, as the Financial Committee had suggested, to prepare, in collaboration with one or two members of the Financial Committee, a full report on the suppression of counterfeiting securities and, if possible, a Draft Convention or a Protocol to be annexed to the existing Convention on the Suppression of Counterfeiting Currency

The following persons were appointed members of this Committee: M. Servais, Minister of State, Honorary Public Prosecutor at the Brussels Court of Cassation, M. Vespasien V. Pella, Roumanian Minister at The Hague, and Sir John Fischer Williams, United Kingdom.

As regards the proposed Conference on Rural Life, in connection with which the opinion of the Financial Committee had been asked, the Council, after noting the Committee's views, decided to await the opinions of the other technical organisations that had been consulted, before giving a decision.

#### (c) *Committee of Statistical Experts.*

The Council on May 25th considered the report of the Committee of Statistical Experts on its sixth session †

After duly noting the report, the Council requested the Secretary-General to communicate the minimum programme for statistics of the occupied population, prepared by the Committee, to all Governments of States Members and non-Members of the League, with a view to obtaining their comments on the proposed definitions and classifications.

The Council asked these Governments to send in their observations not later than November 30th, 1937, and authorised the Secretary-General to communicate to them the revised "Instructions" for collecting statistical data on international trade in certain raw materials and foodstuffs, by countries of origin and consumption.

#### (d) *International Loan Contracts.*‡

The Committee of Experts on International Loan Contracts held its second session at Geneva on May 5th. Mr. Ter Meulen (Netherlands) was in the chair

This Committee was set up in virtue of a resolution of the sixteenth Assembly to examine the means for improving contracts relating to loans issued by Governments or other public authorities in the future, and in particular to prepare model provisions—if necessary with a system of arbitration—which could, if the parties so desired, be inserted in such contracts.

The Committee had asked for the co-operation of the International Institute for the Unification of Private Law at Rome, and the Institute was accordingly represented by Dr. M. Visscher

The following attended the Committees session: M. L. Baranski, Director-General of the Bank of Poland (Polish), M. J. Basdevant, Jurisconsult of the French Foreign Ministry and Professor of International Law (French), Mr. Cochran, First Secretary of the United States Embassy in Paris, replacing Mr. Reuben

† See Monthly Summary, Vol. XVII, No. 4, page 73.

‡ See Monthly Summary, Vol. XVI, No. 4, page 122.

\* See Monthly Summary, Vol. XVII, No. 4, page 72

Clark, Chairman of the Council of Foreign Bondholders (American); Mr. A. Fachiri, Barrister-at-Law (British); M. Golay, Director-General of the Société de Banque Suisse, Basle (Swiss); M. A. Janssen, Member of the Financial Committee (Netherlands); M. O. Moreau-Néret, Director of the Crédit Lyonnais (French); Sir Otto Niemeyer, Member of the Financial Committee (British); Dr. V. Pospisil, Member of the Financial Committee (Czechoslovak).

(e) *Composition of the Fiscal Committee.*

On the proposal of the rapporteur, the representative of Sweden, M. Sandler, the Council, on May 25th, completed the composition of the Fiscal Committee by appointing further corresponding members whose term of office will expire in January, 1939.\* These members are.

M. C. T. Woo, Director-General of the Internal Revenue Administration, Ministry of Finance, Nanking (Chinese).

M. Abdul Kerim el Uzri, Director-General of the Department of State Revenue, Bagdad (Iraqi).

Dr. Costa Leite, Under-Secretary of State for Finance, Lisbon (Portuguese).

Mom Chao Wimvatit Rabiladhana, Director-General of the Revenue Department, Bangkok (Siamese).

M. Pedro Cosío, Former Minister of Finance, President of the State Insurance Bank, Montevideo (Uruguayan).

M. Pedro Cosío was selected to replace M. O. Mórato, technical assessor of the National Bank of Uruguay, who was appointed corresponding member of the Fiscal Committee in January last. M. Mórato had himself suggested that as he was already a member of the Economic Committee it might be preferable to select another expert from Uruguay to serve as corresponding member of the Fiscal Committee.

## 2. HEALTH ORGANISATION.

### (a) *Work of the Health Committee.*

The report submitted to the Council by the New Zealand representative on the 24th and 25th sessions of the Health Committee† and also on the annual Assembly of the General Advisory Health Council, was approved on May 27th.

\* See Monthly Summary, Vol. XVII, No. 1, page 15.

† See Monthly Summary, Vol. XVII, No. 2, page 28; and No. 4, page 62.

### *Health Committee.*

The presidency of the Intergovernmental Conference of Far Eastern countries on Rural Hygiene was entrusted to Dr. Offringa, Director-General of the Public Health services of the Netherlands Indies.

The Council approved the programme of work of the newly-constituted Health Committee for the duration of its term of office. This programme extends over three years and covers the following subjects: Epidemiological information and health statistics, biological standardisation, malaria, opium, nutrition, housing, radiological treatment of uterine cancer, unification of methods of determining the morphine content of raw opium, revision of the international nomenclature of diseases, physical fitness, leprosy, rural hygiene, the treatment of rabies, typhus, co-operation with certain Governments, liaison with Health administrations, etc. This programme will be carried out by technical commissions; the Committee will further be authorised to consult experts on serology, biology, nutrition, housing and physical fitness, and to summon a Periodical Conference of Directors of European Schools and Institutes of Hygiene.

In introducing his report, the rapporteur to the Council, the representative of New Zealand, paid a tribute to the memory of Mr. John Rockefeller, whose generosity had enabled the Foundation that bears his name to be established. Mr. Rockefeller began to collaborate with the League's Health Organisation in its early days. The results of this collaboration had been most noteworthy as regards the interchange of public health officers, the extension of the Epidemiological Intelligence Service and the creation of the Singapore Bureau.

The rapporteur also expressed his thanks on behalf of the Council to the French authorities who were convening a study Conference of European Ministers of Health at Paris, in addition to the first International Congress of Medical Officers of Health, and had asked the Council rapporteur on Health questions to attend. The Council begged the rapporteur to accept this invitation.

### (b) *Annual Assembly of the General Advisory Health Council.*

In accordance with the new Statute of the League's Health Organisation, which has been in force since January 1st, 1937, the annual Assembly of the General Advisory Health Council met for the first time in Paris on May 13-14, 1937.

This Assembly consists of the Permanent Committee of the *Office international d'hygiène publique* set up under the Rome agreement of 1907. States members of the League that do not belong to the *Office international d'hygiène publique* may be represented, and members of the Health Committee attend *ex officio*.

The business before the meeting was an examination of the three-year programme of work drawn up by the Health Committee.

On the subject of the Organisation's enquiry into nutrition, the representative of French West Africa proposed that the populations of tropical and sub-tropical territories should be included in the scope of the enquiry.

The delegate of the United States of America emphasized the importance which his Government attaches to the Rural Hygiene Conference for the countries of America, which it will attend. He noted with satisfaction that the Health Committee intended to consult with the Mexican Government and with the Director of the Pan-American Sanitary Bureau with regard to the date and agenda of the Conference.

The minutes of the meetings will, as laid down in the Statute of the Health Organisation, be communicated to the Secretary-General.

(c) *Conference on Rural Hygiene in American Countries.*

The Council on May 28th considered the report of the New Zealand representative, Mr Jordan, on the Conference on Rural Hygiene for American countries. The report stated that, at the last Assembly, thirteen delegations of Latin America, supported by those of Spain and the Netherlands, proposed that a Rural Hygiene Conference should be summoned for American countries.\*

The Assembly was of opinion that, in view of the universal character of the technical activities of the League of Nations, it would be desirable to give effect to this proposal, and accordingly requested the Council, with the assistance of the competent technical organisations and of the International Labour Office, to examine the possibility of giving effect to the proposal for the Conference.

On October 10th, 1936, the Council decided to refer the question to the Health Committee, which was of opinion that the Conference proposed would result in the association in the rural hygiene work of the League of a vast continent in which the Health Organisation had already benefited by valuable co-operation.

\* See Monthly Summary, Vol. XVI., No. 10, page 300.

The Committee concluded that the preparation for the Conference should be entrusted to the Secretary-General and the Director of the International Labour Office.

On February 17th, 1937, the Government of Mexico informed the Secretary-General that it would be very gratified if the Conference were to meet in Mexico City, and asked him to communicate this invitation to the Council.

Accordingly, the Secretary-General, in agreement with the President of the Council and the rapporteur on Health questions, requested the various American governments to state whether they were disposed to send representatives to the Conference, and also to let him have any observations as to questions to be placed on the agenda.

In April, 1937, the Health Committee arrived at the conclusion that, in view of the time needed for making proper preparations and the necessity of avoiding any overlapping with the Pan-American Sanitary Conference (Bogotá, July, 1938), the Conference ought not to be held before the end of 1938.

At the annual Assembly of the Advisory General Health Council in May, 1937, the delegate of the United States of America said that his Government was keenly interested in the Conference and would take part. He was glad to note the Health Committee's recommendation as to the date, and the expression of its intention to consult the Mexican Government and the Director of the Pan-American Health Bureau about the agenda of the Conference.

The Governing Body of the International Labour Office announced, on May 6th, 1937, its willingness for the Office to take part in the Conference, and decided in principle to be represented on the Preparatory Committee.

So far, the United States of America, Bolivia, Brazil, Chile, Cuba, the Dominican Republic, Ecuador, Guatemala, Panama, Peru, Uruguay and Venezuela, have announced their intention of sending representatives to the Conference.

The Argentine member of the Health Committee has communicated that his country is disposed to accept the invitation and the proposed programme; official confirmation is now awaited. Canada has expressed interest and has intimated that when the date is fixed, it will state whether it is in a position to send a delegation.

On the motion of the rapporteur, the Council decided that it was able to accept forthwith the generous offer of the Mexican Government,

which had given many proofs of its attachment to the League, and asked the Secretary-General to summon the Conference.

The date and agenda will be fixed later.

The Chilean representative, M. Edwards, emphasised the importance that his Government attached to questions of rural hygiene and had learned with great pleasure that the Conference would be held in Mexico City.

The representative of Mexico, M. Fabela, explained that in proposing Mexico City as the seat of the first Conference on rural hygiene for American countries, his country desired to emphasize the great interest it had in the League's technical work. He added:

"Whilst having a sincere and complete confidence in the political ideals of the League, we are fully aware of the complexity of the problems, and it is for that reason precisely that we feel it is a duty and a necessity to strengthen international collaboration in a technical field where passions are not aroused; and not only for the results obtained by such co-operation itself, but also as a promise for a better future—as a spark from which a flame will ultimately arise.

"May I thank the Council on behalf of my Government for having accepted my country's invitation. I should like also to address our sincere thanks to all those countries in America which either explicitly or implicitly have promised us their valuable co-operation."

The representative of Bolivia, M. Costa du Reis, after having expressed his satisfaction at the reception given to the proposal of 13 delegations of Latin-America, added:

"On certain occasions in our Continent, the League's methods in connection with the organisation of peace have given rise to misunderstanding. It is therefore good, and indeed essential, that the salutary and beneficial influence of the League's technical work should be extended to a sphere in which no misunderstanding is possible."

The President of the Council, M. Quevedo, said that his country was very glad indeed to be associated with the proposed Conference on Rural Hygiene for American Countries and deeply appreciated the generosity of the Mexican Government which had offered the Conference its hospitality.

### 3. COMMUNICATIONS AND TRANSIT.

#### (a) *Reform of the Calendar*

The question of Calendar Reform was entered on the Council's Agenda at the request of the Chilean Government.\*

In January, 1937, the Council decided to refer the draft Convention on the Reform of the

Calendar, handed in to the Council by the representative of Chili, to the Advisory and Technical Committee for Communications and Transit, and at the same time to bring it to the notice of Governments. It also decided to recommend to the attention of the Advisory and Technical Committee a resolution dealing with Calendar reform adopted by the International Labour Conference on June 24th, 1936.

In accordance with that decision the Secretary-General communicated the draft Convention on May 12th, to States members of the League and non-Member States, requesting them to let him have their observations thereon, if possible before August 1st, 1937. He also informed them that the draft Convention had been referred to the Communications and Transit Committee.

This Committee has not met since last January and consequently has not yet been able to consider either the draft Convention or the resolution of the International Labour Conference.

The Council rapporteur, M. Litvinoff, representative of the U.S.S.R., therefore proposed a postponement till September; the Communications and Transit Committee would in the meantime study the draft in the light of such observations as Governments may submit, and with reference to the Labour Conference resolution.

The Council agreed with this proposal and asked that the Committee's report should reach it soon enough for it to be in possession of all necessary information at its September session.

The Chilean representative stated that he saw no objection to this arrangement.

#### (b) *Unification of Road Accident Statistics.*†

The Committee for the Unification of Statistics relating to Road Traffic Accidents met for its second session at Geneva, from May 3rd to 6th. The Chairman was M. Bouloche (French).

The Committee completed the statement of information required to enable the three following categories of statistics to be prepared:

1. Number of accidents, number of persons killed or injured, number of vehicles involved, and the nature of accidents.

2. More complete statistics of the circumstances of the accident, the place and time at which it occurred, the age and sex of the victims, atmospheric conditions, state of the road, etc.

\* See Monthly Summary, Vol. XVII, No. 1, page 18.

† See Monthly Summary, Vol. XVI, No. 9, page 265.

3. Statistics of presumed or apparent causes of accidents: drivers, pedestrians, vehicles, tramways, various obstacles, etc.

The Committee recommended the compilation of annual statistics of the first of these categories; those in the last two categories would be published at least once every five years.

Fatal accidents were divided into two classes: (a) those causing death instantaneously or within twenty-four hours; (b) those causing death within thirty days of the accident.

The Committee recommended States to classify deaths by road accidents in accordance with the system laid down in the Convention on the Nomenclature of Causes of Death, signed at Paris on October 19th, 1929, and that road accident statistics should be accompanied by statistics of deaths caused by the various means of transport, prepared in accordance with the provisions of the above Convention.

The Committee held it to be desirable that the ratio of the number of accidents to the number of vehicles on the road, the number of drivers, population, length of highways, etc., should be determined with the greatest measure of accuracy possible. It would have to draw up a plan of the statistics necessary for the purpose after considering what was already prepared on the subject, especially by the International Statistical Institute.

The Communications and Transit Committee was begged to arrange for the forwarding of the Committee's report to Governments, who would be asked to apply as soon as possible the recommendations therein contained.

## VI.—SOCIAL AND HUMANITARIAN QUESTIONS.

### 1. TRAFFIC IN OPIUM.

#### *Meeting of the Advisory Committee on Traffic in Opium and Other Dangerous Drugs*

The Advisory Committee on Traffic in Opium and Other Dangerous Drugs opened its twenty-second session in Geneva on May 24th, under the chairmanship of Dr. Chodzko (Poland).

The agenda of the Committee includes consideration of illicit traffic, annual reports on traffic in opium and other dangerous drugs, synoptical statistical tables prepared by the Secretariat, the situation in the Far East; the situation as regards the control of cannabis and drugs derived from cannabis, anti-narcotic education and propaganda, opium smoking among workers. The Committee will also have to discuss the preparation of a conference on the control and limitation of raw materials.

The members of the Committee present were: M. J. Boulloche, Director of Roads, French Ministry of Public Works, Chairman; Mr. A. E. Kirkus, Director of Statistics, Ministry of Transport, Great Britain; M. C. F. I. Steenstrup, Secretary of the Statistics Department of the Danish Ministry of Finance; M. E. Zdrubek, Head of the Communications Section of the Austrian Federal Police Headquarters.

The following also attended: Dr. J. H. van Zanten, Director of the City of Amsterdam Statistical Office and rapporteur to the Committee of the Institute for Uniformity in Road Accident Statistics; for the International Statistical Institute M. J. Hansez, President of the International Committee on Road Traffic and Customs Questions; for the International Association of Recognised Automobile Clubs, and M. E. Delaquis, Director of the Swiss Touring Club, and University Professor; for the International Tourist Alliance.

#### *(c) Request of the Zellweg-Wolfsberg and Unterdrauburg-Woellan Railway Company.\**

On May 29th M. Litvinoff, representative of the U.S.S.R., rapporteur, informed the Council that the report of the Legal Committee relating to the petition of the Zellweg-Wolfsberg and Unterdrauburg-Woellan Railway Company was not ready until May 27th. The representatives of the two Governments concerned, those of Austria and Yugoslavia, having expressed a desire to gain time in which to study this document, the Council decided to postpone its discussion of the question until its September session.

The meeting was attended by: Dr. Chodzko (Poland), Chairman; M. Delgorge (Netherlands), Vice-Chairman; Major Coles (United Kingdom), rapporteur, Dr. Schultz (Austria); M. Carnoy (Belgium); M. Momtchiloff (Bulgaria); Colonel Sharman (Canada); Dr. Hoo Chi Tsai (China); Russell Pasha (Egypt); M. Fabra-Ribas (Spain); M. Bourgois (France); Mr. C. E. Wild (India); M. Pilossian (Iran); M. Yokoyama (Japan); M. Fabela (Mexico); Dr. Porras (Peru); M. de Vasconcellos (Portugal); M. Rajawangsan (Siam); Dr. Carrière (Switzerland); M. Seymen (Turkey); Dr. Soubbotitch (Yugoslavia); M. Stuart Fuller (United States); M. de Castro (Uruguay).

An account of the Committee's work will be given in the forthcoming issue of the *Monthly Summary*.

\* See Monthly Summary, Vol. XVII., No. 1, page 19.

## 2. REFUGEES.

*Liquidation of the Nansen International Office.*

The Council had before it on May 25th, a report by the President of the Governing Body of the Nansen Office, M. Hansson, concerning the liquidation of that office, which is to be completed by December 31st, 1938.\*

It will be remembered that last September the Assembly requested the President of the Nansen Office to prepare a scheme for its liquidation and to submit it first to the Council at its May session.

M. Hansson's proposal expressly provides for the termination of the work in progress on a definite date and gives a brief outline of what will remain to be done.

It was not necessary for the Council to study the problems of substance raised, for the Assembly would have to consider before December 31st, 1938, the very delicate question of the allocation of the Office's duties.

Accordingly, on the motion of M. Costa du Rels, representative of Bolivia, the Council requested the Secretary-General to transmit M. Hansson's plan to the Governments concerned and to draw their special attention to it, asking them to send in their observations before the opening of the Assembly's eighteenth session.

The rapporteur emphasised that the liquidation of the Office involved, both for the Governments themselves who had associated themselves with the Office's work and for the organisations charged with its execution, responsibilities that must not be forgotten when the procedure to be followed was decided on; this procedure must have due regard to the Assembly's intention and also to the work that the Nansen International Office for Refugees had been doing.

M. Litvinoff (U.S.S.R.), observed that the liquidation of the Nansen Office involved a number of problems. In his view, if the Council were to take account of those problems, it would either have to renew the life of the Office or create another similar body. He thought the Council should not express any opinion on the subject.

The Council rapporteur, M. Costa du Rels, representative of Bolivia, remarked that the Council's duty was merely to transmit to Governments the information with which it had been supplied and that the final decision rested solely with those Governments.

\* See Monthly Summary, Vol. XVII., No. 4, page 79.

M. Hansson, President of the Nansen Office, said that it was very desirable that he should know the opinions of the Governments concerned. The work to be done would be greatly facilitated if observations were made in sufficient time for the 1938 Assembly, which was called upon to take a final decision, to have full information at its disposal.

## 3 PROTECTION AND WELFARE OF CHILDREN AND YOUNG PEOPLE.

(a) *Work of the Advisory Committee on Social Questions.*†

On May 27th, the Council adopted the report of the Advisory Committee on Social Questions on its first Session, and expressed its agreement with the conclusions of the rapporteur, M. Edwards, representative of Chile.

(b) *The Bandoeng Conference.*

The Council was informed on May 25th of the result of the Conference of Central authorities in Eastern countries, convened by the Secretary-General of the League of Nations at Bandoeng (Java).‡

The Council recorded its appreciation of the work of the Conference, which reached agreement on a number of controversial questions on which unanimity would have been impossible a few years ago.

In regard to the creation of a League of Nations Bureau in the East to receive regular reports on traffic in women and children and to act in some ways as a liaison office between the Central and other authorities occupied with the question of the traffic in this part of the world, the Council held that the establishment of such a bureau as the Conference had proposed was essentially a constitutional and financial question, and therefore, reserved it for the Assembly.

## 4. SLAVERY.

*Work of the Advisory Committee of Experts.*

On May 25th the report of the Advisory Committee of Experts on Slavery, which met at Geneva from April 5th to 10th, § came before the Council.

The Council expressed the hope that the Slavery Convention of 1926 might be ratified without further delay by those States which,

† See Monthly Summary, Vol. XVII., No. 4, page 76.

‡ See Monthly Summary, Vol. XVII., No. 2, page 26.

§ See Monthly Summary, Vol. XVII., No. 4, page 78.

having signed or acceded to it subject to ratification, had not yet ratified, and that such States as had been invited to accede to the Convention and had not yet done so would consider the possibility of acceding thereto

The Council also hoped that Governments would continue to supply information as full and accurate as possible in regard to slavery, the slave trade, etc

Governments were requested to note the suggestions of the Advisory Committee for the obtaining of further light on points arising in the documents supplied.

The Council directed the attention of the countries concerned, for any action that they thought fit to take, to the wishes and recommendations, both general and specific, which the

Advisory Committee had thought fit to formulate in its report.

The Secretary-General was requested to propose to the Assembly that financial provision should be made for an extraordinary session of the Advisory Committee to be held in 1938.

The representative of China, M. Wellington Koo, desired to make a brief statement in regard to a reference in the Expert Committee's report to the Mui Tsai system. The question of Mui Tsai was, he said, the subject of a comprehensive investigation by a United Kingdom Committee of Enquiry. "When," he added, "the Advisory Committee studies this document, it will find in it a valuable contribution to the full understanding of the real character of the Mui Tsai system."

## VII.—ADMINISTRATIVE QUESTIONS.

### I. MEETING OF THE PERMANENT MANDATES COMMISSION.

The thirty-first session of the Permanent Mandates Commission opened at Geneva on May 31st, 1937. The Commission elected M. Oris (Belgian), Chairman, and M. Rappard (Swiss), Vice-Chairman.

The Chairman paid a tribute to the memory of M. Manceron (French), member of the Commission, who died recently. He then extended a welcome to the new member, M. Giraud, who had just been appointed by the Council.

The agenda of the Commission includes an examination of the annual reports of the mandatory Powers on the Cameroons under British Mandate, Togoland under British Mandate, Tanganyika Territory, Nauru, New Guinea and South West Africa

In conformity with a Council resolution of January last \* the Commission will consider an agreement between the Governments of the United Kingdom and Portugal regarding the frontier between Tanganyika and Mozambique. The Council forwarded the text of this agreement to the Commission with the request that it should be informed of its opinion on the matter, from the point of view of the execution of the Mandate

The Commission will also examine a number of petitions relating to Syria and New Guinea.

\* See Monthly Summary, Vol. XVII, No. 1, page 11.

In considering the reports of the mandatory Powers, the Commission will have the assistance of the following accredited representatives appointed by their Governments:

*For the Cameroons under British Mandate.* Mr. G. H. Findlay, Senior Resident in Nigeria

*For Togoland under British Mandate:* Mr. W. J. A. Jones, Chief Commissioner of the Northern Territories, Gold Coast.

*For Tanganyika Territory.* Earl de la Warr, Lord Privy Seal, formerly Parliamentary Under-Secretary for the Colonies, accompanied by Mr. J. F. Nicoll, Assistant District Officer of Tanganyika Territory.

*For Nauru:* Major O. C. W. Fuhrman.

*For New Guinea:* Lieut.-Colonel John Walstab, Superintendent of Police, New Guinea, Major O. C. W. Fuhrman

*For South West Africa:* Mr. C. T. de Water, High Commissioner for the Union of South Africa in London, Mr. E. P. Courtney Clarke, Assistant Secretary for South West Africa, Mr. H. T. Andrews, accredited representative to the League, and Major Hahn, Native Commissioner of Ovamboland.

An account of the Commission's work will appear in a later issue of the *Monthly Summary*

### 2 COMPOSITION OF THE COMMISSION.

On May 28th the Council appointed Governor Augustin Giraud (French) a member of the Permanent Mandates Commission to succeed M. Manceron, who died recently.

On behalf of the Council, the rapporteur, M. Pella, representative of Roumania, paid a tribute to the services rendered to the League by M. Manceron, and proposed that the Secretary-General should convey the Council's sympathy to his family.

M. Delbos, representative of France, thanked the rapporteur for his tribute and the Council for its selection of M. Giraud, expressing his confidence that he would perform the task entrusted to him competently and conscientiously.

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## VIII.—PROTECTION OF MINORITIES.

### MINORITIES IN ROUMANIA.

*Petition from Dr. André Gaal concerning the Pensions of Former Officials and Pensioners of the Administration of Ciuc Private Property.*

On May 28th a petition from Dr. André Gaal concerning the pensions of former officials and pensioners of the Administration of Ciuc Private Property was considered by the Council. On September 27th, 1932, the Council had adopted a report by the representative of Japan concerning the settlement of the disputes relating to the Private Property of Ciuc in Transylvania which had been raised by the petitions of the representatives of descendants of the former Szekler Frontier Guard Regiment (Hungarian).

This report provided a practical solution, safeguarding the legitimate interests of the minority while taking account of the higher interests of the Roumanian State. It was based on two main principles: the partial restitution of the former Szekler Property, and the acceptance by the State of part of the charges which had previously been borne by the former Administration of the Property.

In a petition dated April 23rd, 1936, Dr. André Gaal, former Director of the Administration, complained that the question of pensions, as decided by the Council, had not been finally settled.

This petition, in accordance with the Council's resolution of October 25th, 1920, was submitted to a Minorities Committee composed of the representatives of the United Kingdom, Ecuador and France, and on their motion was entered on the Council's agenda.

A supplementary petition from the same source was added to these documents and also an *aide-mémoire* from the Roumanian Government, and a communication from the Permanent

M. Giraud was appointed Colonial Administrator in 1907, and acted from 1907 to 1917 as *Chef de Cabinet* to the Lieutenant-Governor of the Middle Congo. From 1917 to 1919 he occupied a similar post in the Cameroons. From 1919 to 1927, as Director-General of the Economic Services of the Governor-Generalship of French West Africa, he was responsible for the study and solution of economic and social questions. In 1928 M. Giraud was appointed Colonial Governor. Since 1927 he has been director of the *Agence Economique de l'Afrique Occidentale Française*, at Paris.

Roumanian Delegation, on the subject of the whole of the petitioner's allegations.

In his report to the Council, the representative of Spain, M. Alvarez del Vays, rapporteur, summarised Dr. Gaal's petition under the following three heads: payment of pensions to officials or pensioners of the former Administration; payment of pensions in arrear in the form of State Bonds; amount of pensions.

As regards the number of persons whose pension rights had been admitted, the Roumanian Government stated that all the twenty-two pensioners' or officials' claims had been met, and that they would receive a pension in future. The heirs of those officials who had in the meantime died would be entitled to payment of the pension up to the date of death.

As regards the payment of arrears from 1923 until the date on which the persons concerned would receive a regular yearly pension, the Roumanian Government had taken steps to enable this payment to be made in cash.

Concerning the amount of the pensions, the rapporteur did not think that the Council would desire to go into details, especially as, in the absence of certain data, it was not possible to ascertain exactly where the discrepancy lay between the petitioners' claims and the basis on which the Roumanian authorities proposed to fix the amount of the pensions to be allotted. The rapporteur observed that the report of the Japanese representative to the Council, dated September 22nd, 1932, contained clear and explicit instructions as to the final settlement of the matter. It ran:

"The Roumanian Government explained to the Committee on this point that all legal or administrative measures adopted since 1923 in regard to the fixing of the amount of the retiring pensions of public officials would also be applied to pensioners and officials of the Ciuc Property,

in other words, any person who was an official or pensioner of the Property in 1923 would now receive the same pension as was at present paid to a retired public official whose pension in 1923 was of the same amount as that received by the said official or pensioner of the Property. Similarly, all special provisions contained either in Roumanian law or in the Statute of the Property in regard to retirement following on the abolition of posts would be applied to the officials of the Property in 1923."

The rapporteur concluded by saying that the Roumanian Government had already subscribed

to these principles in favour of the officials in question. The principles would, therefore, serve as a guide in fixing the pensions due. The Council was anxious that they should at all times be observed.

As the report, the execution of which forms the subject of the present petition, was adopted on September 27th, 1932, the Council had no doubt that the Roumanian Government would recognise the importance of applying the principles in full at the earliest possible moment.

## IX.—INTELLECTUAL CO-OPERATION.

### COMPOSITION OF THE INTERNATIONAL COMMITTEE.

On the proposal of the rapporteur, M. Delbos, representative of France, the Council, on May 27th, appointed as a member of the International Committee on Intellectual Co-operation, for a period of three years, Count Paul Teleki, Professor of Economics and

Political Geography at Budapest University, and Vice-President of the Hungarian Geographical Society.

Count Paul Teleki is succeeding to Madame Cecile de Tormay, who died recently.

The Council paid a tribute to the memory of Madame de Tormay.

## X.—INTERNAL ORGANISATION QUESTIONS.

### 1. CONTRIBUTION OF THE JAPANESE GOVERNMENT TO THE LEAGUE.

Upon the proposal of the representative of China, M. Wellington Koo, the Council, on May 25th, decided to accept an offer made by the Japanese Government of the sum of 35,000 gold francs (49,483.49 Swiss francs) as a contribution towards the cost of certain technical activities of the League in which Japan participated during the year 1936.

The Council instructed the Secretary-General to convey its thanks to the Japanese Government.

### 2. MEETING OF THE SUPERVISORY COMMISSION.

The Supervisory Commission met at Geneva from May 6th to 8th, 1937, under the Chairmanship of M. S. Osusky (Czechoslovakia),

The Commission approved the audited accounts for 1936 as submitted, together with the auditor's report. It adopted the draft budget for 1938, which will be submitted to the forthcoming Assembly.

The following members attended the meeting:—M. S. Osusky (Czechoslovakia), M. J. Réveilland (France), M. C. J. Hambro (Norway), M. Boris Stein (U.S.S.R.), M. Georges de Otthk (Hungary) and M. J. de Modzelewski (Poland).

### 3. DECLARATION OF LOYALTY MADE BY NEW OFFICIALS OF THE SECRETARIAT.

On May 25th, the recently appointed Deputy Secretary-General of the League, Mr. Lester, the Under Secretary-General, M. Sokoline, and the Director of the Communications and Transit Section, M. Watier, made and signed before the Council the usual Declaration of Loyalty.\*

## XI.—PUBLICATIONS AND LIBRARY QUESTIONS.

### 1. ANNOTATED BIBLIOGRAPHY OF THE CHIEF PUBLICATIONS CONCERNING THE LEAGUE CATALOGUED IN THE LEAGUE LIBRARY BETWEEN FEBRUARY AND APRIL, 1937.

#### AKHAVI.

L'échec de la S.D.N. dans l'organisation pratique de la paix, ses causes, son avenir. Paris, Recueil Sirey, 1937, 214 pp

A history of a pacifist thought in ancient and modern times, followed by an analysis of the League of Nations and proposals for its reform.

#### BREYCHA-VAUTHIER, A. C. de.

La Société des Nations, centre d'études et source d'informations. Ce que contiennent ses publications. Introd par T. P. Sevensma.

\*The text of this declaration runs as follows.—  
"I solemnly undertake to exercise, in all loyalty, discretion and conscience, the functions that have been entrusted to me as an official of the Secretariat of the League of Nations, to discharge my functions and to regulate my conduct with the interests of the League alone in view, and not to seek or to receive instructions from any Government or other authority external to the Secretariat of the League of Nations."

Préf. de J Avenol Paris, A. Pédone, 1937, 104 pp.

A guide to League publications; of use not only to those seeking information on political problems but also to those occupied with economic, legal, social, military, public health, and communications questions. A full index.

LINDBAEK, L.

En sesjon i Genève. Oslo, J. Grundt Tanum, 1937, 166 pp.

Popular account of the 17th Assembly of the League of Nations written by a journalist, with a chapter on the press-room of the Secretariat and the journalists accredited to the League.

PHILIP, G.

New hand-map of Europe illustrating the activities of the League of Nations and the territorial changes since 1914, ed. . . ., under the auspices of the League of Nations Union. London, G. Philip & Son, map 92-130 cm, in folder, 20 cm.

Large coloured map, showing frontiers before and since 1914, with references to plebiscites, loans, etc., organised by the League, and to minorities under League protection.

PLUMMER, A.

Raw materials or war materials. London, V. Gollancz, 1937, 144 pp.

Author's investigations lead to the conclusion that in time of peace there are no grounds for the general assertion that the dissatisfied Powers are excluded from raw materials; various suggestions put forward for peace and security.

ROGGE, H.

Kollektivsicherheit, Bündnispolitik, Völkerbund, Theorie der nationalen und internationalen Sicherheit. Berlin, Junker & Dönhaupt, 1937, 443 pp.

This represents, so to speak, the German contribution on the subject of collective security to the Permanent Conference of Higher International Studies. The problems arising out of collective security are analysed, e.g., the right of defence, inviolability of treaties, right of neutrality, alliances.

SAINT-AULAIRE, A. F. C., COMTE DE.

Genève contre la paix, Paris, Plon, 284 pp.

An attack on the League based on personal opinions and containing a number of unproved assertions.

SEMPER, M.

Deutscher Bund und Völkerbund als Organisationen zur Friedenssicherung. Bleicherode am Harz, C. Nieft, 1936, 128 pp.

A comparison of the constitutions of the German Confederation and of the League, showing especially how the maintenance of peace was organised within the Confederation and how it is organised within the League.

THOMAS, W. B.

An international police force. With a foreword by Arthur Henderson. London, Allenson (1936), 172 pp.

Concrete proposals for the establishment of an international police force, and for the reform of the Covenant of the League of Nations

VALENZIANI, C.

Petite histoire de la S.D.N. Paris, Ed' de la Nouvelle Revue Critique, 285 pp.

General view of the League's activity in its various fields. Reaches the conclusion that political arrangements for the maintenance of peace are a failure, but that some international legal organisation is desirable to deal with social, legal, economic and intellectual questions.

WHITAKER, J. T.

And fear came. New York, Macmillan Co., 1936, 273 pp.

A journalist's account of the League of Nations at the present time, and of international politics and public opinion in Europe.

## 2. MONTHLY BULLETIN OF STATISTICS.

The May number of the *Monthly Bulletin of Statistics of the League of Nations* contains, in addition to the recurrent tables, information on Bond Yields, Prices of Raw Materials, Foodstuffs and Manufactured Products, World Production of Silver and Bankruptcies

The *yield on Government Bonds* continued to fall in a great number of countries during 1936 and the early months of 1937. In March, 1937, as compared with October, 1936—which was the first month after the devaluation of the currencies of the former gold block countries—it was lower in Belgium by almost 11%, in Switzerland by 6%, in the U.S.A. by 5.4%, in Yugoslavia and in Hungary by about 4%. In Germany, the Argentine, Japan and Canada the decline was slight (about 2%).

Yields remained practically stable during the last six months in Egypt, Czechoslovakia

Sweden, Italy and Austria. They have, on the other hand, been on the upgrade since the end of 1934 in the United Kingdom, Australia and Denmark and have risen very markedly though unevenly in Poland since the latter part of 1935. The rise during the six months September, 1936–February, 1937, amounted to 11.6% in the United Kingdom and round about 3% in the three last-mentioned countries. In March there was again a downward tendency in the United Kingdom, Australia and Denmark (data for Poland not yet available for that month).

Government bond yields have risen of late also in India, the Union of South Africa and Canada, by 14.5%, 8.0% and 6.3% respectively during the last six months for which data are available. In France and the Netherlands, where they fell perceptibly between August and October last year, they had by March, 1937, again risen 11% and 8% respectively above the low point reached in the autumn.

The general rise in wholesale prices which has taken place at an enhanced rate in practically all countries since the middle of 1936, has everywhere been much more pronounced for raw materials and foodstuffs than for manufactured articles.

The world production of silver has been rising steadily since 1932; the estimated output of 7,400 metric tons for 1936 is 9% higher than that for 1935 and 42% higher than that for 1932. The figure for 1936, however, remains still about 850 metric tons below that of 1929. Among the more important producing countries the most marked increases between 1936 and 1935 were in U.S.A. (24.0%), Japan (16.6%), Bolivia (10.1%), Canada (9.7%), Peru (9.4%). The average price of silver in terms of old gold francs per kg (calculated on the basis of New

York quotations) was about 44 gold francs in 1936, compared with 88 in 1929, 45–48 in 1931–1934 and about 64 in 1935.

The gold value of world trade in March, 1937, was 12.6% higher than in February, 1937, and about 24% higher than in March, 1936. The gold value for the first quarter of 1937 was 18% higher than for the first quarter of 1936 and 2.5% higher than for the last quarter of that year. This is the first time for many years that the gold value during the first quarter of a year was higher than that of the preceding quarter.

Almost all the more important trading countries have participated in the revival in total trade. Judging from the gold value of imports in the first quarter of 1937 (compared with the same quarter of 1936), imports increased most in the U.S.A.—by almost 40%—in Italy by 32%, in China, Japan, Belgium and Canada by about 30%, Switzerland and France 19%, Czechoslovakia 17.6%, Netherlands about 16%, Sweden about 15%, United Kingdom 13% and Argentine 10%. The increase of imports into Germany was only 3.4% while those into Australia dropped by 1% and those into India by 4.5%.

The gold value of exports—comparing again the first quarter of 1937 with the same quarter of 1936—was more than 100% greater for the Argentine and 67% greater for Italy. There was likewise a considerable increase of exports from China—44%, India—33%, Belgium—30%, the Netherlands—27%, the United States—24%, Canada—23%, Czechoslovakia, Sweden and Japan about 20%. The increase for Germany was 13%, for the United Kingdom and Australia 12.5%; France shows a slight increase of 1% and Switzerland a decrease of about 4%.

## XII.—FORTHCOMING LEAGUE MEETINGS.

16th June.—Committee of Enquiry on Raw Materials, Geneva.

23rd June.—Committee and Two Groups of Experts on Housing, Geneva.

29th June.—Permanent Central Opium Board, Geneva.

2nd July.—Advisory Committee on League of Nations Teaching, Paris.

5th July.—General Conference of National Committees on Intellectual Co-operation, Paris.

5th–8th July.—Permanent Committee on Road Traffic, Geneva.

9th July.—Special Committee on Contributions, London.

9th July.—Supervisory Commission, Paris.

10th July.—Executive Committee of the Intellectual Co-operation Committee, Paris.

12th July.—Plenary session of the Intellectual Co-operation Committee, Paris.

20th July.—Permanent Committee on Arts and Letters, Paris.

2nd August.—Advisory Council of the Eastern Bureau of the League of Nations Health Organisation, Bandoeng.

3rd August.—Inter-Governmental Conference on Rural Hygiene in the Far East, Bandoeng.

26th August.—Supervisory Body established under the 1931 Convention on Narcotic Drugs, Geneva.

13th Sept.—Ordinary session of the Assembly, Geneva.

7th Oct.—Technical Sub-committee of the Fiscal Committee, Geneva.

11th Oct.—Fiscal Committee, Geneva.

1st Nov.—Conference on the International Repression of Terrorism, Geneva.

## PERMANENT COURT OF INTERNATIONAL JUSTICE

### I. COMPOSITION OF THE COURT.

At the Court's public sitting on May 4th, 1937, Mr. Cheng Tien-Hsi (China), who was elected a member of the Court in October, 1936, made the solemn declaration prescribed by the Statute; the President declared that he was duly installed in his duties as a member of the Court.

On May 27th, 1937, M. Charles De Visscher (Belgium) was elected by the Assembly and the Council of the League of Nations as a member of the Court to fill the vacancy caused by the death of Baron Rolin-Jaequemyns (Belgium). M. De Visscher accepted this appointment.

M. De Visscher was born in 1884; he was a Professor of Law at the University of Ghent from 1911 to 1930, and subsequently at the University of Louvain. He has been Legal Adviser in the Belgian Ministry for Foreign Affairs since 1919, and he is a member of the Commission on Private International Law in that Ministry. He has been a member of the "Institut de Droit International" since 1921, and Secretary-General of that Institute since 1927. He has been a member of the Permanent Court of Arbitration since 1923, and he is also a member of the Commissions for Conciliation, Arbitration and Judicial Settlement set up between Finland and Sweden, between Sweden and Denmark, between Belgium and Finland, between Denmark and Latvia, between the Netherlands and Yugoslavia, and between Portugal and Switzerland. Since 1920, he has been director of the "Revue de Droit International et de Législation comparée." He is a corresponding member of the Royal Academy of Belgium, and Belgian delegate of that Academy to the International Academic Union. He has been appointed a member of the Curatorium of the Academy of International Law at The Hague and has lectured in that Academy in 1923, in 1925, in 1929 and in 1935. He is a Doctor *honoris causa* of the Universities of Nancy and Montpellier. He has discharged various functions in the League of Nations, in particular those of Member-Rapporteur of the Committee for the Amendment of the Covenant, and of the Committee

for Consideration of the Procedure of Conciliation; member of the Committee of Jurists, set up by the League of Nations after the Italo-Greek dispute; member of the Committee of Experts for the progressive Codification of International Law; delegate of the Belgian Government to the first Conference for the Codification of International Law, and Rapporteur of the Third Committee of that Conference. He has pleaded before the Permanent Court of International Justice in several cases

### 2. THE WATERS OF THE MEUSE (NETHERLANDS-BELGIUM).\*

The oral pleadings in the Waters of the Meuse case began on May 4th, 1937. All the members of the Court were present on the Bench, except M. Urrutia (Colombia) who was absent on regular leave, and M. Hammarskjöld (Sweden), who was unable to be present for reasons of health.

M. Charles De Visscher (Belgium) who had been designated by the Belgian Government as a judge under Article 31 of the Statute, was also present on the Bench. M. De Visscher made the solemn declaration required by the Statute.

During the public sittings, which extended from May 4th to May 12th, the Court heard statements by M. Telders on behalf of the Netherlands Government, and by MM. de Ruelle and Delmer, on behalf of the Belgian Government.

As a result of a suggestion made by the Belgian Government's Agent, which the Netherlands Government's Agent said that he would not oppose, the Court decided by an Order dated May 13th, 1937, to pay a visit to the places chiefly concerned in the procedure, in accordance with an itinerary which the Agents of the parties had drawn up in agreement with one another. This itinerary included visits to hydraulic installations in the neighbourhood of Maastricht (Netherlands) and of Liège and Hasselt (Belgium).

\* See Monthly Summary, Vol. XXVII., No. 4, page 85.

The visit to these places occupied the period May 13th to May 15th, at public sittings held on May 18th, 20th and 21st, the Court heard a Reply and a Rejoinder delivered respectively by M. Telders, on behalf of the Netherlands Government, and by Me. Mareq, on behalf of the Belgian Government.

The President then declared the public hearings in the case to be closed and the Court entered upon its deliberations.

### 3. THE BORCHGRAVE CASE (BELGIUM-SPAIN).\*

On April 1st, 1937, the Spanish Government's Agent wrote to the Registrar conveying his Government's desire to make use of the Spanish language in the proceedings in the Borchgrave case.

By an Order dated May 13th, the Court decided to authorise the Agent for the Spanish Government to present his oral arguments before the Court in the Spanish language, the said oral arguments to be immediately followed by an oral translation arranged for by him into one of the official languages provided for in the Court's Statute.

On May 15th, the date of expiry of the time-limit appointed for that purpose, the Belgian Government filed its Memorial. At the same time that Government notified the Court that it had designated M. Charles De Visscher to sit as a judge in this case, in virtue of paragraph 2 of Article 31 of the Statute and of Article 3 of the Rules of Court.

### 4. ACCEPTANCE OF THE COURT'S JURISDICTION : DECLARATION BY THE PRINCIPALITY OF MONACO.

By a letter dated April 22nd and registered by the Registry of the Court on April 26th, 1937, the Minister of State of the Principality of Monaco transmitted the following Declaration to the Court:

\* See Monthly Summary, Vol. XVII, No. 4, page 85.

### "DECLARATION.

"The Principality of Monaco, represented by the Minister of State, Director of External Relations, hereby accepts the jurisdiction of the Permanent Court of International Justice, in accordance with the Covenant of the League of Nations and with the terms of the Statute and Rules of the Court, in respect of all disputes which have already arisen or which may arise in the future. The Principality of Monaco undertakes to carry out in full good faith the decision or decisions of the Court and not to resort to war against a State complying therewith.

"At the same time, the Principality of Monaco accepts as compulsory, *ipso facto*, and without special convention, the jurisdiction of the Court, in conformity with Article 36, paragraph 2, of the Statute of the Court and No. 2, paragraph 4, of the Resolution of the Council of May 17th, 1922, for a period of five years in any disputes arising after the present Declaration with regard to situations or facts subsequent to this Declaration, except in cases where the Parties have agreed or shall agree to have recourse to another method of pacific settlement.

"Monaco, April 22nd, 1937.

"(Signed) M. BOUVILLON-LAFONT,

"Minister of State, Director of  
External Relations.

"It being Our pleasure to approve, confirm and ratify all the clauses of the foregoing Declaration, We by these Presents formally approve, confirm and ratify the above Declaration in the name of Ourselves and Our Successors, upon Our Princely Honour promising in Our Own Name and Thine faithfully and loyally to fulfil, observe and execute the present Declaration.

"IN FAITH WHEREOF, We have signed this Ratification with Our own hand and have thereto affixed Our Seal.

"Done at Our Palace in Monaco, this twenty-second day of April one thousand nine hundred and thirty-seven and in the fifteenth year of Our reign.

(Signed) LOUIS."

The undertaking given by the Principality was notified, in accordance with the terms of paragraph 3 of the Council's Resolution of May 17th, 1932, to States Members of the League of Nations, to the other States admitted to appear before the Court, and to the Secretary-General of the League of Nations

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Financial Committee. REPORT TO THE COUNCIL ON THE WORK OF THE SIXTY-FOURTH SESSION OF THE COMMITTEE. (Geneva, April 26th-30th, 1937.) (C.221 M.161 1937. II.A.) (Ser. L. o. N. P. 1937. II.A.6.) 9 pp. . . . .	6d.	0.15	0.50

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Health Organisation. INTERGOVERNMENTAL CONFERENCE OF FAR-EASTERN COUNTRIES ON RURAL HYGIENE. Preparatory Papers: Report on Health Organisation in Ceylon. (C.H. 1235(d)) (Ser. L. o. N. P. 1937. III 8) 60 pp. . . . .	1/6	0.40	1.50
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### Traffic in Opium and Other Dangerous Drugs (XI)

<b>Records of the Conference for the Suppression of the Illicit Traffic in Dangerous Drugs.</b>	(Geneva, June 8th to 26th, 1936)	<b>TEXT OF THE DEBATES.</b>	(C.341. M.246. 1936 XI.)	(Ser. L o N P)			
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# THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

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*All communications relating to the Monthly Summary should be addressed to the Information Section, League of Nations, Geneva.*

## I.—SUMMARY OF THE MONTH,

June, 1937.

During June several League Committees held their sessions.

The Advisory Committee on the Traffic in Opium and other Dangerous Drugs reviewed the position as regards manufacture and the illicit traffic, with special reference to the situation in the Far East, clandestine manufacture and the preparatory work for a conference on the limitation and supervision of the cultivation of the opium poppy.

\* \* \*

The two sub-Committees of the Committee for the Study of the Problem of Raw Materials considered grievances and difficulties in regard to the supply of raw materials, and investigated certain questions relating to the purchase of and payment for such materials. The sub-Committees prepared two interim reports: (a) one setting out the conclusions reached on such questions as export restrictions, export duties,

the exploitation of natural resources, international schemes for the regulation of purchase and sale, and monopolies on production of raw materials; (b) the other analysing the difficulties arising from the domestic policy of importing countries or from restrictions on trade, including exchange control, high tariffs, clearing and preferences.

\* \* \*

The Economic Committee surveyed the progress in international economic relations which, in its view, showed signs of improvement. It dealt also with the unification of customs nomenclature, clearing agreements and foreign exchange control.

\* \* \*

The Housing Commission of the Health Organisation examined various questions connected with noise and public health.

## II.—SOCIAL AND HUMANITARIAN QUESTIONS.

## TRAFFIC IN OPIUM.

1. *Work of the Advisory Committee.*

The Advisory Committee on the Traffic in Opium and other Dangerous Drugs held its 22nd session at Geneva from May 24th to June 12th.\*

Dr. W. Chodzko, representative of Poland, was re-elected Chairman and M. J. H. Delgorge, representative of the Netherlands, elected Vice-Chairman, and Major W. H. Cotes, representative of the United Kingdom, rapporteur. The Committee paid a tribute to Mr. G. S. Hardy, representative of India, and to M. W. G. van Wettum, former representative of the Netherlands, who had recently died. The Committee welcomed three new members, M. N. Momtchiloff, representative of Bulgaria, M. I. Fabela, representative of Mexico, and M. Fabra-Ribas, Representative of Spain. Note was taken of the resignation of Major H. von Heidenstam, representative of Sweden, and of the decision of Mr. L. A. Lyall to retire from the post of Assessor.

The Committee then undertook the annual review of questions of manufacture and illicit traffic in opium and other dangerous drugs, with special reference to the situation in the Far East, to clandestine manufacture and to the preparatory work for a conference on the limitation and control of the cultivation of the opium poppy.

I. *Illicit Traffic.*(a) *Report of the Sub-Committee on Seizures*

The Committee approved the report of its Seizures Sub-Committee which indicates the general tendency of the illicit traffic and the chief routes followed by it in 1936, and its main features in certain countries.

(b) *Measures to prevent and detect the clandestine manufacture of narcotic drugs.*

At its previous session the Committee proposed that the memorandum prepared by the Secretariat on the clandestine manufacture of narcotic drugs and of the measures to be taken to detect and prevent it, should be forwarded to Governments for their information and guidance, and that Governments should be asked to submit their observations or suggestions. With the approval of the Council, given last September, the document was forwarded to Governments on November 7th, 1936.

\* See Monthly Summary, Vol. XVI, No. 5, page 143.

Eight Governments replied that there was no clandestine manufacture in their countries or that the measures of control were adequate to prevent it. Thirteen other Governments, in particular those of France, Turkey, and the United States, submitted observations.

The Committee pointed out that the absence of drug addiction did not necessarily mean that clandestine manufacture for the illicit traffic was non-existent, and stated that it would be well if all countries would take special measures to trace it down and to exchange information as to the chemical analysis of the drugs seized in the illicit traffic, and also to refuse passports to their nationals when convicted of offences in connection with narcotic drugs.

(c) *Enquiry into the manufacture and use of acid acetic anhydride.*

The Committee at its 21st session instructed the Secretariat to continue its enquiry whether a special control of acid acetic anhydride would provide a means of checking or preventing clandestine manufacture of heroin, and further decided to inform Governments that they would not be required to furnish statistics of imports and exports of this substance after 1936. The Committee examined the Secretariat's memorandum containing the statistics supplied by certain Governments for the years 1935 and 1936, together with the conclusions reached by the Secretariat as the result of the enquiry which it had been instructed to undertake. The enquiry showed that acid acetic anhydride which is used for a large variety of purposes in the chemical and pharmaceutical industry is not indispensable for the manufacture of heroin, and is readily distinguished from similar substances and does not lend itself easily to smuggling operations.

The Committee considered that Governments should be requested to supervise movements of this commodity, in view of the dangers inherent in its possible use for illicit manufacture.

(d) *Statistics relating to the import of caffeine.*

The Committee examined the statistics of import of caffeine into three countries in which heroin pills had been manufactured in recent years.

The Secretariat was instructed to continue the enquiry, and the Committee recommended that the Governments of countries in which heroin pills were manufactured or seized should

continue to furnish annual statistics of the imports of caffeine

(c) *Penalties imposed for offences connected with the illicit traffic.*

In reviewing the annual reports for 1935, the Committee observed that China, the Shanghai International Settlement, and Siam had increased existing penalties for offences connected with the illicit traffic. The delegates of Canada, France and Mexico informed the Committee of the measures recently taken by their Governments for the reduction of drug addiction by increasing the penalties imposed for offences of this nature. The Japanese delegate assured the Committee that his Government was taking steps to increase the penalties and to make the regulations applying to the illicit traffic in Japan and the various Japanese territories more uniform. Japan would thus be in a position to ratify the 1936 Convention for the suppression of the illicit traffic.

The Bulgarian Representative stated that his Government was considering the possibility of imposing sentences of imprisonment on serious offences.

(f) *Prices of drugs in the illicit traffic*

The attention of the Committee was drawn to the considerable variation in the prices of narcotics in different districts and different seasons (especially as regards morphine, heroin and opium for smoking in Canada and in Egypt, and opium and cocaine in India), it was decided that Governments should be asked to indicate in their reports the conclusions to be drawn from these variations.

(g) *Measures to prevent the use of ocean-going steamers for illicit traffic and supervision in the larger seaports*

The Representatives of the United States and Canada mentioned the systems employed in their respective countries for the supervision of vessels in certain ports.

## II. *Situation in the Far East.*

Information given by the Representatives of the United States, Egypt and Canada as to the increase of the production, traffic in and consumption of narcotics during the year under review, showed that the situation in the Far East was increasingly serious, especially in the Chinese provinces under Japanese influence.

The delegate of China described the progress made by his Government in the execution of its six-year plan adopted in 1934 for the gradual restriction of the cultivation of the poppy and

the suppression of opium smoking. Poppy growing had been prohibited throughout Chinese territory, except in the five provinces in which opium smoking had been reduced in conformity with the plan for its total suppression as from 1940. The sale of opium had also been reduced, in proportion to the annual reduction in the number of registered smokers, which is still 3,700,000; but the Government is endeavouring to reduce this number each year by 20 per cent., by increasing the hospital accommodation for addicts (one bed for 100 smokers), 300,000 cases were treated in 1935. In two provinces, eight districts and three municipalities, the use and sale of opium were absolutely prohibited.

The representative of the United States of America observed that information received in his country indicated a striking difference between the satisfactory position in the Chinese provinces south of the Great Wall (the production of raw opium in the Provinces of Yunnan and Szechuan during the year 1936-1937 having diminished by almost 50 per cent.), and on the other hand the situation in the provinces subject to Japanese influence, in which the systematic increase of poppy cultivation and of the sale of opium had, for the past year, attained alarming proportions. The three Provinces and Manchuria annually import 40-50 tons of Iranian opium for transformation into morphine and heroin which are then conveyed towards North America, Egypt, and Europe. In February, 1937, the Director of the Korean Monopoly stated that Corea exported annually to Manchuria about 41,355 lbs. of raw opium, and proposed to introduce a three-year plan for developing poppy cultivation and increasing exports. The illicit traffic in narcotics is rapidly increasing in all districts under Japanese influence, especially in Manchuria and Jehol, where the administration even encourage addiction which is to them a source of revenue. As a protest against the increasing degradation of the population, Japanese newspapers in the district had themselves stated that in 1936 about 6,000 persons had died of drug addiction in the chief towns of Manchuria. The Manchurian Government's programme for 1937 estimated that there would be an increase in sales of 25 per cent. over 1936, and had apparently no intention of suppressing the traffic in heroin and morphine.

The representative of Egypt confirmed the statements of the United States delegate especially as concerned the extraordinary increase of addiction in Manchuria. He stressed the fact that the Japanese Concessions of Mukden, Dairen and Tientsin had become



sible for the control of narcotic drugs in their own countries, and suggested that more effective co-operation might be secured by the despatch by the Secretariat of a mission. The representative of Mexico seconded the Uruguayan delegate's suggestion, which was approved by the Committee.

#### IV. *Opium Conventions.*

##### (a) *Ratifications and Accessions.*

Fifty-four sovereign States are now parties to the Geneva Convention of 1925 and sixty-one to the Limitation Convention of 1931. The Governments of Latvia and Albania have announced that they will shortly ratify the 1931 Convention. On January 22nd, 1937, Japan ratified the Bangkok Agreement, which came into force on April 22nd, 1937. Thirty-two States have signed the 1936 Convention for the Suppression of the Illicit Traffic in Dangerous Drugs, but no ratifications have yet been deposited. The delegates of Austria, Canada, China, Japan, the United Kingdom, and Yugoslavia, however, informed the Committee that their Governments intended to ratify the Convention as soon as possible.

##### (b) *Application of the Opium Conventions.*

###### 1. *Position as Regards the Manufacture of, Trade in, and Consumption of Drugs*

The figures of world manufacture of morphine, diacetylmorphine, and cocaine from 1929 to 1935 show the satisfactory results obtained by the application of the Geneva Convention of 1925 (which came into force in September, 1928), and of the Limitation Convention of 1931 (entry into force, July, 1933):

	<i>Morphine.</i>	<i>Diacetyl- morphine.</i>	<i>Cocaine</i>
	(tons)	(tons)	(tons)
1929 .. ..	57.85	3.65	6.43
1930 .. ..	38.63	4.08	5.83
1931 .. ..	30.45	1.24	4.61
1932 .. ..	27.58	1.31	3.96
1933 .. ..	29.99	1.34	4.01
1934 .. ..	26.77	1.11	3.43
1935 .. ..	30.91	0.67	3.97

In comparing the yearly average of world legitimate needs of morphine, diacetylmorphine and cocaine for the period 1931 to 1935 (29, 1.16, and 3.99 tons respectively) with the manufacture of these three drugs for the same period (29, 1.14, and 3.99 tons), it is to be noted that legitimate world needs were met during the five years in question. The considerable diminution in manufacture during the period in question clearly shows the tendency of manufacture to become stabilised at the level of world legitimate needs. This tendency is all

the more noteworthy owing to the fact that before 1931 world manufacture of the three principal drugs was far in excess of world legitimate needs. In 1929 the manufacture of morphine was twice the lawful needs, and in 1930 it was still one-third above requirements. The same was true of raw opium, of which 520 and 347 tons were used for the manufacture of morphine in 1929 and 1930 respectively, whilst from 1931 to 1935 legitimate needs were as follows:

1931 .. ..	262 tons
1932 .. ..	220 "
1933 .. ..	228 "
1934 .. ..	245 "
1935 .. ..	255 "

As regards the raw materials used for the manufacture of morphine, it has been ascertained that the dried poppy plant (poppy straw) is being used to an increasing extent for the manufacture of that drug.

Manufacturing Country	Quantity of Poppy Straw used for the Manufacture of Drugs	Drugs extracted from Poppy Straw	
		Morphine	Cocaine
	Tons.	Kilos.	Kilos.
Hungary (1933)	260	187	17
" (1934)	451	331	—
" (1935)	987	499	—
Poland (1935)	29	13	—

The changes brought about in the international trade in narcotics since 1929 are shown in the following table:

EXPORTS (in tons)								
	1929	1930	1931	1932	1933	1934	1935	
Morphine ..	6.05	2.61	1.92	1.76	1.72	1.45	1.58	
Diacetyl- morphine ..	0.85	0.88	0.35	0.31	0.31	0.24	0.22	
Cocaine ..	2.28	1.78	1.45	1.42	1.42	1.10	1.16	

Exports of morphine and diacetylmorphine had fallen in 1935 to about a quarter, and those of cocaine to about one-half of the figures for 1929.

As regards world reserve stocks, the Committee noted that, during the period 1931-1935, the annual reserve stocks of morphine were sufficient to meet world consumption for from twelve to fourteen months, whilst those of diacetylmorphine and cocaine were always lower than the quantities required for consumption in any year. The situation as regards world

stocks of the three chief drugs may thus be regarded as normal

Generally speaking, an examination of the statistics for 1931-1935 shows that the licit manufacture of drugs has been considerably reduced and that it shows a strong tendency to become stabilised at the level of legitimate world requirements.

## 2. Application of the Limitation Convention of 1931

### *Use of Codeine as a Morphine Substitute,*

In 1935, the Advisory Committee asked the Health Committee to undertake a study of the extent to which codeine can produce or maintain drug addiction. The Health Committee informed the Advisory Committee that it had decided to obtain expert advice from certain scientific institutions.

This question was raised for the first time by the Canadian representative, who in 1935 had pointed out that large quantities of capsules containing only codeine associated with an inert substance were reaching his country without export certificates.

At the present session, the Canadian representative stated that his country was now exposed to this danger, owing to the fact that from May 1st, 1937, the United Kingdom legislation had been amended to apply the import certificate system to all compounds of codeine and diionine associated with an inert substance. He added that since codeine capsules were easy to obtain, a demand had sprung up in Canada for capsules containing acetyl salicylic acid, phenacetin, caffeine and half a grain of codeine. Addicts purchase these capsules in quantities and extracted the codeine after dissolving them in water. There were still from 500 to 700 white people on the Pacific coasts who were codeine addicts.

The representative of Poland informed the Committee that as from January 15th, 1937, all wholesale firms in Poland were required to submit to strict regulations for the control of codeine. The representative of Switzerland stated that in his country wholesalers and certain classes of retailers were subject to the same control in respect of codeine as for other alkaloids.

### 3. Paracodaine.

The Committee had asked the Secretariat to obtain an opinion from its Legal Section as to the procedure to be followed with a view to bringing paracodaine under the 1931 Convention. The Legal Section advised that, in

order to submit paracodaine to a control similar to that of codeine under the 1931 Convention, it would be necessary for Governments to adopt an additional protocol to the Convention. The Committee had before it a draft of an additional protocol and decided to ask the Council to forward this draft for observations to the Government Parties to the Convention of 1931.

## 4. Substitution of non-habit-forming drugs for the habit-forming derivatives of opium

The representative of the United States mentioned the progress made in his country since 1929 in the efforts to discover non-habit-forming substitutes for the habit-forming derivatives of opium. This work had been carried out by the National Research Council in co-operation with the United States Public Health Service and the United States Bureau of Narcotics—with the assistance of grants-in-aid from the Rockefeller Foundation. Three new substances had been patented during 1936, consisting of new ethers of morphine and its dihydrogenated derivative, dihydromorphine.

## 5. Rules recommended for effective control of pharmacies and abuse of medical prescriptions.

The Committee approved the draft regulations applicable to pharmacies, prepared at its request by the Secretariat, on the basis of information received from Governments. It decided to ask the Council to communicate these rules to Governments for their information and guidance.

## 6. Nature of Licences Issued by Governments Authorising the Manufacture of Drugs and the Making of Preparations.

The Advisory Committee's attention was drawn to certain paragraphs of the analytical study of annual reports to the effect that in certain countries licences had been granted to manufacturers and chemists for the manufacture and sale of narcotic drugs of all kinds. The Committee referred to its recommendation of 1935 relating to the obligations assumed by Governments in connection with licensing of manufacturers and wholesalers.

## 7. Work of the Supervisory Body

The Committee was glad to observe the steady increase in the number of countries furnishing estimates to the Supervisory Body: 45 in 1933, 54 in 1934, 59 in 1935 and 61 in 1936. A further indication of progress was seen in the fact that Governments tend increasingly

to bring their estimates down to the level of their real requirements.

Forty-one Governments parties to the Limitation Convention had signed by June, 1936, the procès verbal incorporating an administrative agreement whereby the latest date for the issue of the Supervisory Body's estimates would be altered from November 1st to December 1st of each year, so that Governments might have time to furnish the explanations and information necessary in certain cases. The total number of ratifications of the Convention being sixty-one, the Committee expressed the hope that the procès verbal would be signed as soon as possible by the remaining twenty Governments, so that the new arrangement might apply to the annual statement of estimates for 1938 which, under the new arrangement, are due on December 1st, 1937.

#### V. *Anti-narcotic Education and Propaganda in Medical and Auxiliary Medical Services.*

In May, 1936, the Advisory Committee emphasised the utility of special courses on addiction in schools of medicine and other institutions that train medical and auxiliary medical personnel. It suggested that Governments should be asked to furnish all useful information on this subject.

At its last session the Committee considered the replies of thirty Governments and the additional information furnished by some of its members. It observed that there was a marked tendency, especially in countries where there was little or no addiction, to regard such propaganda as of no value. The Committee insisted on the fact that responsibility for addiction and for the illicit traffic often, in fact, lay on persons authorised to handle drugs. The Committee thought that Governments whose replies had been negative should be asked to give favourable consideration to the possibility of putting into effect its resolution of 1936.

#### VI. *Questions Relating to Prepared Opium.*

##### (a) *Resolution concerning Opium Smoking by Workers adopted by the International Labour Conference.*

The Committee took note of a resolution adopted by the 20th International Labour Conference recommending to Governments in whose territories the sale of opium was still authorised, a series of measures with a view to suppressing the use of opium for smoking by workers. The Committee noted that certain suggestions made in the resolution concerned it directly, namely, (1) the limitation of the sale

of opium to registered smokers; (2) the registration of workers addicted to opium smoking and notification that the sale of opium would be discontinued at the end of five years; (3) reduction of the quantity of opium sold to licensed smokers by one-fifth each year; (4) the establishment by the Government of centres where addicts might obtain treatment; (5) the framing and application of measures to prevent licensed smokers from substituting for the use of opium the use of opium derivatives, cocaine or any other drug covered by existing Conventions; (6) the framing and application of such additional laws and regulations as Governments might consider necessary to bring about the cessation of the licensed use of opium for smoking within five years; (7) the application of measures to prevent workers from obtaining and smoking smuggled opium.

The Committee approved the purpose of this resolution and considered it to be useful and opportune at a time when the preparatory work for a convention on poppy cultivation was beginning. It asked the Council to draw the attention of Governments concerned to the recommendations of the Labour Conference, with a view to their application, due account being taken of the practical difficulties that might prevent its realisation within the time limits mentioned.

##### (b) *Scientific Research into the Composition of Dross.*

The Committee invited certain experts, nominated by their Governments, to undertake the necessary research with a view to discovering a test that can be rapidly applied for determining the character of dross, as provided for in a recommendation of the Bangkok Conference.

The experts to whom the Committee has had recourse are. Mr. Morris Jamieson, Government Analyst of the Straits Settlements at Singapore, who will undertake the duties of Chairman, Dr. Kumaichi Shimojo, expert to the Formosan Government Central Laboratory at Taihoku, and Dr. W. J. Burck, Director of the Government Opium Factory at Batavia.

#### VII. *Cannabis (Indian Hemp).*

The Committee adopted the report of its Cannabis Sub-Committee and thanked Dr. Bouquet and Dr. Myttenaere for their further contributions to the study of this question. It invited Mr. J. W. Collins, Government Analyst in Ceylon and Mr. J. M. Watt of Witwatersrand University (South Africa) to give their assist-

ance in the expert study of the cannabis problem, expressing the hope that it might be possible for Dr Bouquet to attend its next session.

### VIII. *Manufacture of Morphine from the Dried Opium Plant.*

The Committee noted memoranda forwarded by the Governments of Denmark and the U.S.S.R., and a statement by the representative of Poland on experiments made in those countries for the extraction of opium alkaloids from the dried poppy plant. It is calculated in Denmark that an area of about 300 hectares sown with the opium poppy would yield sufficient dried plant to provide for the yearly requirements of the country in morphine and codeine.

Amongst the experiments made in the U.S.S.R. may be mentioned that with "garden poppies," which yield little raw opium but contain in their straw no less alkaloids than the opium poppy.

The process used in Poland for the manufacture of morphine and codeine direct from poppy heads has already been patented in Switzerland, Belgium, Germany, Spain, Roumania, France, the United Kingdom, Austria and Yugoslavia.

### IX *Limitation and Control of the Cultivation of the Opium Poppy and the Production of Raw Opium*

The Committee has been engaged in drawing up plans for a conference to consider the possibility of limiting and controlling the production of opium. It considered that the terms of reference of the Conference should be sufficiently wide to include any problem relating to the production and use of opium.

On the subject of this conference, Governments concerned have stated that they are prepared to agree to far-reaching measures for the final suppression of opium-smoking.

The Committee's discussions made it clear that all Governments represented agreed to the principle of the limitation of opium and that producing countries, drug manufacturing countries, those where there are opium-smoking monopolies, and other consuming countries are prepared to co-operate with the Committee in the preparations for an international conference.

The Committee was unanimous in thinking that the final success of the Conference could only be assured by painstaking and methodical preparatory work, carried on without undue haste. It decided for this purpose to form itself into a preparatory committee.

The Committee accordingly met as a special Committee to consider the documents submitted to it and was able forthwith to reach certain general conclusions. It observed that during the period 1930-1935 there had been a progressive decrease in the area under poppy cultivation and in the quantity of raw opium produced in all the principal producing countries. There had been voluntary limitation of production in certain countries by the application of a deliberate policy; other countries had been obliged to diminish output owing to difficulties in disposing of the opium or to the unremunerative prices prevailing in the world markets.

The Committee also observed that the legitimate demand for raw opium was diminishing. The world production of opium, plus the large stocks at present accumulated and held in certain producing countries, was so greatly in excess of world requirements that it was in the direct interest of the producing countries, which were already limiting their production by voluntary measures, that a systematic scheme of limitation by international agreement be adopted and applied as soon as possible.

Further weight is given to this conclusion by the need for disposing of the large stocks of raw opium at present known to be in existence. These stocks alone would suffice to supply the needs of the world in raw opium for from two to three years. In spite of the reduced production of opium in the period under review in the principal producing countries, it has not been possible to reduce these stocks to any appreciable extent.

The Committee considered that the documentary information at its disposal must be completed and revised before a final idea of the situation could be obtained.

Considering that all countries producing opium should participate in the preparatory work for the Conference, the Committee asked the Council to invite the Governments of Afghanistan, Greece, Hungary, and the U.S.S.R. to send representatives to its next session and also to the session it will hold as a Preparatory Committee. It also suggested that the Council should authorise the Preparatory Committee to ask for the assistance of such countries not represented on the Committee as the latter thought likely to be able to afford it the necessary co-operation.

The Secretariat was asked to continue its preparatory work and to produce a document containing an outline of the general principle on which a convention for limiting and controlling the cultivation of the opium poppy and

the production of raw opium might be based. The Committee would have recourse, if and when necessary, to the assistance of experts and would hold a session as Preparatory Committee not later than May 23rd, 1938.

## 2 WORK OF THE PERMANENT CENTRAL OPIUM BOARD

The Permanent Central Opium Board met at Geneva on June 29th under the Chairmanship of Mr. Lyall (British).

Amongst the matters on the Board's agenda are: the Secretary's Progress Report; dis-

crepancy tables; a study of excesses, if any, in the manufacture of drugs over the amounts permitted for 1936; examination of cases of excess of imports over estimates appearing in the quarterly statistics for the current year.

An account of the Board's work will be given in a forthcoming issue of the Monthly Summary.

The following are attending the session: Mr. L. A. Lyall (British), Chairman, Mr. S. Kusama (Japanese); Mr. H. L. May (American), M. Dragan Milicevitch (Yugoslav); Dr. A. Saenz (Uruguayan); and Professor Tiffeneau (French).

## III.—TECHNICAL ORGANISATIONS.

### I ECONOMIC AND FINANCIAL ORGANISATION

#### (a) *The Problem of Raw Materials.*

The Committee for the Study of the Problem of Raw Materials held a second session from June 16th to 25th. In the absence of the Chairman, M. Stucki, the Vice-Chairman, M. Max Leo-Gérard presided.

The Committee divided up into two Sub-Committees which, as arranged at the previous session, undertook respectively the consideration of grievances and difficulties in regard to the supply of raw materials and the investigation of certain questions relating to the purchase of and payment for such materials.

M. van Gelderen (Netherlands) was Chairman of the first and M. Max Leo-Gérard (Belgian) of the second Sub-Committee.

Memoranda sent in to the Secretariat by members of the Committee in reply to a Circular Letter were laid before the Committee. These memoranda dealt with the chief aspects of the problems for consideration, and furnished a considerable amount of information.

The Secretariat had also prepared the statistical documentation necessary for supplying the Committee with a definite and concrete basis for its enquiry.

All this was laid before the Sub-Committees, but owing to lack of time the preparation of a full analysis of the statistics had to be adjourned. The statistics will be completed later.

The first Sub-Committee agreed upon an interim report setting out its conclusions on the questions referred to it in regard to export restrictions, export duties, the exploitation of natural resources, international schemes for the regulation of purchase and sale, and monopolies of production of raw materials.

The second Sub-Committee adopted an interim report analysing the difficulties arising from the domestic policy of importing countries, or from restrictions on trade of all kinds, including exchange control, high tariffs, clearing and preferences.

After drawing up their provisional reports, each of the Sub-Committees had an exchange of views on possible recommendations, but felt that the suggestions made deserved fuller study before they could arrive at a final report. The hope was expressed that this report might be submitted in time for discussion at the 1937 Assembly. The Committee therefore thought a further meeting should take place on September 1st, 1937. In the meantime, it requested its Bureau:

(a) To revise and co-ordinate the preliminary drafts, in consultation with the members specially interested, and taking account of developments which may occur in the interval, so that a complete draft report, forming a coherent whole, may be submitted at the next meeting of the Committee.

(b) To request certain of its members, if necessary, in consultation with other technical experts, to examine before the next session, certain of the financial and economic suggestions put forward at the present session, with a view especially to advising how far and in what form such suggestions would be practicable.

(c) To draw up, on the basis of the statistical information supplied by the Secretariat, a brief and readily comprehensible survey of the facts of the situation in regard to the distribution and production of raw materials and trade in such materials, together with current developments in these various spheres. The Committee asked Professor Hogbom to give his assistance in the preparation of this survey.

(a) To give the Secretariat instructions regarding the compilation of an Annex to the Report, summarising the data supplied to the Committee by its members.

The following attended the session: M Max Leo-Gérard, Vice-Chairman (Belgian), M. D. Antokoletz (Argentinian); M. V. Badulesco (Roumanian), M. C. V. Bramsnaes (Danish); M. T. Fernandez (Portuguese); M. J. van Gelderen (Netherlands); Mr. H. F. Grady (American); M. I. Hogbom (Swedish); Sir F. W. Leith-Ross (British); M. F. Maurette (International Labour Office); M. N. Montchiloff (Bulgarian); M. J. C. Muniz (Brazilian); M. V. Pospisil (Czechoslovakian); M. Auger-Larribée (French); Mr. N. A. Robertson (Canadian); M. G. Robles (Mexican), M. A. Rose (Polish); M. B. Rosenblum (U.S.S.R.); M. Y. Shudo (Japanese); M. E. De Winckler (Hungarian).

(b) *Work of the Economic Committee.*

The Economic Committee held its 45th session at Geneva from June 9th to 15th.

The first business was the election of a Chairman and Vice-Chairman. Sir Frederick Leith-Ross (British) was re-elected to the former office, as Vice-Chairman, the Committee appointed M. van Langenhove (Belgian).

There was then an exchange of views on the present phase of international economic relations. The Committee also dealt with the question of holding an international conference, with the unification of customs nomenclature, and with clearing agreements and foreign exchange control.

*Present Phase of International Economic Relations.\**

The Committee made certain comments on international economic relations, but in view of the difficulty of the problem, decided to postpone the preparation of a fuller report on the subject until September.

It observed that, as compared with September, 1936, the economic situation was to-day more favourable for an improvement in international economic relations. The following is a passage from its report:

"The Economic Committee has learned from experience that it is hopeless to attempt to conclude large-scale international agreements in regard to trade, finance, or currency so long as the countries which are expected to become Parties to them are obliged to defend themselves day by day against an increasingly grave depression, their most urgent concern being to preserve

for their nationals at all costs, the largest possible share of a dwindling trade. There can be no agreement without concessions, and trade concessions are possible only when the volume of trade is showing normal expansion. It may be said that since a year ago this fundamental condition has been satisfied nearly everywhere, since recovery—which, like the actual depression, occurred at different times in different countries—has shown itself, although to a varying extent, in nearly every country in the world.

"In September, 1936, the Economic Committee, foreseeing this prospect, addressed an urgent appeal for the concerted reconstruction of the machinery of foreign exchange—a reconstruction which, in its opinion, demanded four fundamental conditions: (1) the re-establishment of equilibrium between internal and external prices in a number of important countries by means of the devaluation, under certain conditions, of the currency; (2) the restoration of 'controlled' currencies of their function of serving as a medium of exchange with foreign countries; (3) the release as far as possible of international trade from quantitative restrictions; and (4) the establishment of sufficiently stable exchanges to enable the nationals of one country to make a reasonable calculation of the commercial prospects and investment risks in another.

"As regards the first condition, the report of the Economic Committee came at an opportune moment, as within a few weeks a number of countries decided to take action in the direction suggested. The Tripartite Declaration and the devaluation of the French franc, the Swiss franc, the Dutch florin, the lira, etc., are events of outstanding importance. They have undoubtedly helped to bring about the first condition essential to sound international co-operation, namely, the restoration of a relative equilibrium of prices.

"The movement thus initiated soon had a favourable effect on the economic situation of most of the countries concerned and enabled them to abolish certain quotas and in some cases to relax the exchange control which had been adopted during the crisis. The increase in demand, resulting from the devaluation, has led to a definite expansion of international trade. This has also been promoted by the fact that the balance of trade of the great creditor Powers—United States, United Kingdom and France—as becoming increasingly passive. This tendency is sometimes criticised in these countries and made the pretext for additional demands for protection; but it appears to the Committee that it is one of the essential conditions of world recovery and that there is no reason for alarm, nor for making efforts to correct it. Only by allowing more imports can these countries enable the debtor countries again to become solvent clients, and in time they will find that the increase of imports will be reflected in an increase of their own exports or invisible receipts.

"But if an important measure of progress has been achieved, much still remains to be done as regards the realisation of the conditions which are essential to a normalisation of economic international relations. The devaluations which have taken place should have made unnecessary

\* See Monthly Summary, Vol. XVI, No. 9, page 263.

many of the restrictions which were introduced during the crisis; but up to the present the extent to which these restrictions have been 'demobilised' is disappointing. In particular, the system of quotas, or quantitative regulation, necessary though it may have been at a time of falling prices, has ceased in some cases to have any justification in a time of rising prices. So long as it is maintained, any increase of purchasing power will necessarily be reflected in an increase of prices instead of an improvement in the standard of living; yet it is the improvement of the standard of living which it must be the object of all Governments to promote. The system of quantitative restrictions appears to the Committee the most serious impediment to the revival of international trade, stereotyping as it does the volume of exchanges, maintaining high prices and (especially when combined with exchange control) leading inevitably to discriminations more or less open. The Committee feel that a determined effort should be made, in the words of the Inpartite Agreement, 'to relax progressively the present system of quotas and exchange controls, with a view to their abolition.' In this connection they have noted with satisfaction the mission entrusted to M van Zeeland and they trust that he will be able to elaborate effective proposals."

The Committee desired at once to draw attention to the conclusion of the Convention signed in May at The Hague between the countries constituting the so-called "Osio Group."

These countries considered that the moment had arrived (1) to reduce, for commodities of special interest to their reciprocal trade, the commercial obstacles set up as a defence against the effects of the crisis, and (2) to seek on the other hand to adopt measures that would provide larger and more precise guarantees of economic co-operation. The agreement was made for one year, with powers to extend its duration, and will enter into force on July 1st, 1937. Any non-signatory country may participate in it, after having first reached an agreement with the signatories.

Countries in the group which have employed the quota system (Belgium-Luxemburg, Netherlands) have undertaken to admit free of any quantitative restriction, the goods enumerated in an annex to the convention, originating or produced in the territory of the signatory States, and have also undertaken not to raise the duties or charges on such goods. The list in question includes a large number of commodities, mainly those which are of special interest to the export trade of the Northern countries.

As a corollary to these concessions, the other signatory countries (Denmark, Finland, Norway, Sweden and the Netherlands—in respect of the Netherlands East Indies), have undertaken not

to raise the duties nor introduce fresh restrictions on goods (enumerated in another annexed list) originating in and coming from the territories of the other signatory countries. It is provided that any new measures capable of restricting commercial exchanges shall be previously communicated to the other signatory countries.

The Governments have further decided to examine jointly what means can be found of putting an end to abnormal competition in foreign trade in which their country is concerned, and to co-operate in the study of the system of public tenders and of the preference granted to national products.

The Committee has been informed that the provisions of the agreement relating to Customs tariffs will automatically benefit all countries which enjoy most-favoured-nation rights in their relations with the signatory States, and that as regards the quota provisions, although the contractual position is not so clear, the intention of signatory States is not to develop transactions between themselves to the detriment of commercial relations with other countries, but on the contrary to make the new agreement an instrument for facilitating the general expansion of trade. Certain declarations on this point have since been made.

The Committee agreed that the signatory States should be congratulated on this plural effort for the relaxation of trade barriers.

#### *Proposal for the Holding of an International Coal Conference.*

In September, 1936, the Miners' International Federation and the International Christian Miners' Congress adopted resolutions requesting the League of Nations to take action designed to pave the way for an international coal agreement.

In November, 1936, the Governing Body of the International Labour Office expressed the hope "that the Economic Committee of the League of Nations will resume the action initiated with a view to preparing an international conference of coal-producing countries."

The Economic Committee, having ascertained the facts of the present situation in the countries concerned, was of opinion that an international meeting would offer little probability of attaining practical results.

It is true that the coal market has undergone very important changes; there has been a marked recovery in demand and positive, if partial, results have been achieved in market organisation. Not only have the coal interests

in England and Poland reached an agreement regulating the sale of coal in export markets but, in addition, an international agreement regulating coke exports for four years from April, 1937, has been recently concluded by the industries of Germany, Belgium, Great Britain, the Netherlands, and Poland. There now appears to be a growing willingness on the part of producers to consider an international regulation of the market which would eliminate excessive competition.

But the Committee has good reason to think that it is better not to intervene for the time being, in the hope that an agreement may be reached between the producing countries.

The prospect of an agreement between business interests alone, without the intervention, and therefore without the responsibility of governments, might, it is true, give rise to a certain apprehension, especially among consumers. But it is clear that the agreement to be reached would have as its object merely the avoidance of excessive competition and not the restriction of supplies.

#### *Unification of Customs Nomenclature \**

The Economic Committee was informed that the Sub-Committee of Experts on the Unification of Customs Nomenclature had completed the revision of its draft, on the basis of the observations supplied by Governments. The reprinting of the draft with these final alterations will shortly be carried out by the Secretariat. The reprint will comprise two volumes, one containing the nomenclature and the other the necessary explanatory notes.

The Committee considered what further action should be taken in regard to this scheme, which constitutes one of the most important practical achievements of the Economic Organisation of the League.

The original plan contemplated the summoning of a diplomatic conference for the adoption of the draft. The Committee, however, considered that it would be difficult at the present time to ask Governments, even if they were prepared to apply the unified customs nomenclature (as several of them are), to bind themselves in the matter by a convention.

On the other hand, the Committee was alive to the fact that this draft, which is the work of experts of the highest standing, has for some time been fulfilling the function assigned to it, inasmuch as States are making use of it and taking it as a basis when recasting their tariffs.

\* See Monthly Summary, Vol. XVII., No. 4, page 74.

In these circumstances the Committee thought that it would not seem desirable to press for the signature of a convention, but suggests that the Council should draw the attention of Governments to the draft customs nomenclature, recommending them to make the fullest possible use of it in any revision of their tariffs.

#### *Clearing Agreements and Foreign Exchange Control.\**

As regards clearing agreements and foreign exchange control, in accordance with a wish expressed by the Assembly in October, 1936, attention was devoted to new tendencies manifested in regard to international payments and exchange control and, on the other hand, to new plans for encouraging an expansion of international trade. The Committee observed that as regards payments, the tendency towards a return to a more liberal system—which the Committee had already pointed out in its report in September, 1936—had become still more marked in the relations between a number of countries.

The Committee considered that the new plans of which it had been informed, for the expansion of international trade by clearing systems, did not cause it to modify to any extent the conclusions already expressed by it.

Certain other matters also came before the Committee. It received the comments of Governments on a draft Sanitary Convention on international trade in meat and meat products,† and decided to refer these comments, which were mostly favourable, to the experts who prepared the draft, with a view to its final revision.

The Committee also stated that it was ready, in so far as economic problems were concerned, to share in any enquiry set on foot with a view to preparations for a possible conference on rural life ‡.

The following were present at the session. Sir F. W. Leith-Ross (British), Chairman, M. V. V. Badulesco (Roumanian), M. F. Dolezal (Polish), M. P. Elbol (French), Mr. H. F. Grady (American), M. H. M. Hirschfeld (Netherlands), M. G. Jahn (Norwegian), M. L. V. Lundvik (Swedish), Mr. F. L. McDougall (Australian), M. A. de Nickl (Hungarian), M. R. Rytö (Finnish), M. Y. Shudo (Japanese), M. R. Schuller (Austrian).

\* See Monthly Summary, Vol. XVI., No. 10, page 293.

† See Monthly Summary, Vol. XV., No. 9, page 213.

‡ See Monthly Summary, Vol. XVI., No. 10, page 300.

## 2. HEALTH ORGANISATION.

## WORK OF THE HOUSING COMMISSION

The Housing Commission of the League of Nations Health Organisation and its Sub-Committees on Noise and the Hygiene of Environmental Conditions, met at Geneva from June 23rd to 29th.

*Nature and Objects.*

The League's work in this field arose out of the studies of housing made by the Health Organisation in 1931 in connection with a European Conference on Rural Hygiene, and also out of its investigation in 1932 into the effects of the economic depression on public health.

At the 1934 Assembly a number of delegations urged the importance of the problem of housing. The Assembly adopted a resolution asking the Council to bring the matter to the notice of the Health Committee. The Bureau of the latter in November, 1934, adopted a number of resolutions which formed the starting point for the work of the Health Organisation on housing that has since made rapid strides.

A special Housing Commission was formed with the object, first, of collecting all the available documentary material with a view to defining the problem and indicating the solutions arrived at, and, secondly, to prepare a plan of studies coming strictly within the province of the Health Organisation.

The programme of studies was approved in January, 1936, by the Health Committee and the Council of the League. It has a definitely scientific and technical character, but essentially practical aims—definition of the principles of modern hygiene as regards urban and rural housing, national urban and rural planning, and the placing of all the experience resulting from these studies at the disposal of administrations and legislative bodies.

The ultimate object of the Housing Commission is to "arrive at a definition for various climates, customs and regions of standards of what might be called healthy urban and rural housing and healthy town and country areas."

The Housing Commission's programme covers a wide field and includes the following items:

(a) Hygiene of the environmental conditions in dwellings (temperature, freshness, humidity, movement of the air and temperature of the enclosure);

(b) Noise and Housing;

(c) Sun-exposure;

(d) Natural and artificial lighting;

(e) Density of the population, "zoning" and open spaces (gardens, parks, playgrounds, etc.);

(f) Campaign against smoke and air pollution;

(g) Methods of water supply, sewage, waste and garbage disposal;

(h) Administrative and legislative aspects of housing hygiene;

(i) Definition of healthy urban and rural dwellings, as well as healthy cities and rural areas (regional types of urban and rural dwellings and of urban and rural planning).

*Co-ordinating and Stimulating National Initiative.*

With a view to co-ordinating the carrying out of this programme, National Committees have been formed in the United States of America, France, United Kingdom, Netherlands, Poland, Sweden, Czechoslovakia. The members of the Housing Commission represent the National Committees in that Commission.

The purpose of forming these National Committees is twofold. On the one hand, the use of and the means of providing for hygienic housing have, for the most part, been studied, perfected and applied by engineers in various special branches (heating, ventilation, lighting, sanitary engineering, etc.), by architects and by town planners much more than by health experts; and as a rule no regular co-operation has been established between medical men and these various technical experts. More and more numerous methods of building and arranging dwellings have been used; but while they may be considered as a step forward from the technical point of view, it does not necessarily follow that they offer advantages from that of health. Sufficient account has not always been taken of the fact that all the research work and all the technical effort must aim at the improvement of the living conditions of the occupants. Yet the purpose of housing, which must never be lost sight of, is to ensure the comfort and the preservation and increase of the physical and mental fitness—and therefore also of the health—of the occupants.

From this point of view the advantage of establishing National Committees is that for the first time bodies have been constituted to provide for co-ordination between the various technical and health activities and to facilitate the discovery and comparison of new methods and solutions and the determination of their advantages—i.e., bodies which can lay down common principles and secure their practical application.

The second purpose served by the National Committees lies in the fact that they offer the best possibilities of establishing extensive and rational co-operation in the *international* sphere. Liaison between them is provided for by the Housing Commission of the League's Health Organisation, of which their representatives are members. Their documentary material and the results of their studies, which are regularly transmitted to the Health Section, permit of the establishment of a centre combining all information on the entire housing problem as regards—situation, achievements and regional experience. The National Committees are thus in an excellent position for utilising and disseminating the results of this joint international work, adapting them logically to regional characteristics and necessities.

The Housing Commission considers it important that (a) National Committees should be set up in all countries, and that (b) all National Committees should be represented on the general Housing Committee of the League's Health Organisation.

#### *Co-operation with the International Labour Organisation*

The investigation of the problem of housing is part of the three-year plan of the Health Committee. This plan contemplates co-operation with the International Labour Office. It will be observed from the appended list that representatives of that Office accordingly took part in the work of the Housing Commission and of its two Committees.

The two Sub-Committees are concerned with the first two items of the programme of studies, i.e., the hygiene of environmental conditions, and noise and housing. The two Committees have been set up because corresponding items of the programme of study had reached a sufficiently advanced stage. It is expected that further committees will be formed as and when the work on the rest of the programme requires.

#### *Noise and Public Health.*

The Housing Commission's *Committee on Noise and Housing* submitted its report and a plan for further investigation. It pointed out that the problems of hygiene, comfort and fitness and health which arise in dwellings vary in degree rather than in kind from country to country. In noise, we are faced with an environmental problem which has markedly increased in significance in recent years with the development of a mechanised civilisation.

It must be recognised that individuals vary very much in their sensitiveness to noise; but there is a general consensus of opinion that the widespread use of recent inventions, particularly radio sets, by the public, the increase in motor traffic and modern methods of building and road construction have led to an increase in noise which is intolerable to many. Such noise is calculated not only to handicap the performance of work but to destroy the amenities of home life and, by disturbing rest and sleep, to contribute to ill-health in the community. It has further to be realised that present-day buildings are for the most part deficient in adequate sound-insulating properties, owing to the methods of construction and the lightness and high conductivity of many of the materials.

"The nature of sound and noise is usually extremely complex, and their effects on the human organism depend on numerous physiological and psychological factors. As regards the campaign against noise in dwellings, with which we are chiefly concerned, the loudness and the power of the noise appear to be the most important criteria. The two are connected, but their relationship is not always easy to determine. The power, or energy, of noise is usually measured by microphone-amplifier instruments, while the loudness may be measured by either subjective or objective meters, the latter being essentially microphone-amplifier instruments specially modified to simulate the acoustic characteristics of the ear for different types of noise. The unit of measurement of noise is the *decibel* in some countries and the *phon* in others."

The Committee submitted the following table illustrating approximately the loudness of some every-day noises

0 decibels or phons	limit of audibility.
10 Do.	slight rustling of leaves
20 Do.	: whispering
30 Do.	: very quiet street.
40 Do	: average noise in dwellings
50 Do.	noise in commercial premises
60 Do.	ordinary conversation.
70 Do.	: loud conversation
80 Do	: heavy urban traffic, loud radio.
90 Do	proximity of motorcycle with silencer
100 Do	very loud motor horn at about 7 metres

110	decibels or phons.	metal worker's shop,
		proximity of pneu-
		matic road drill
120	Do	aeroplane propeller at 5
		metres
130	Do	; limit of pain

The Committee points out that American, English, German and Swedish literature contains information on the noise standards which are considered desirable and practicable in flats and other residences, the figures recommended tally with one another to a large extent, ranging between 20 and 40 phons, according to the circumstances and the character of the noise.

Various measures may be taken to ensure that such standards are not exceeded in flats or other premises. Account must be taken of noise made by traffic and industrial noises, and of that made in the building itself by neighbours. Questions of technique, building and internal planning, town planning, legislation and education are involved.

From the point of view of town planning it is desirable (a) to insulate residential quarters from the noise of road traffic and other industrial noises by "zoning", and (b) to direct road traffic into certain main arteries. The methods of construction of roads and streets are also of considerable importance in this connection.

Many technical measures have been advanced for diminishing noise in the streets caused by motor cars, motor cycles, trams and other vehicles. The legislation of certain countries tends to make the application of such measures compulsory. For example, German legislation prescribes that the noise produced by a motor vehicle at a speed of 40 kilometres must not exceed 85 phons, and that produced by horns 100 phons, at 7 metres distance. Similar recommendations have been made in Great Britain and Holland. Many countries restrict both night and day booting of horns.

As regards building methods designed to provide insulation from noise coming from outside or from neighbouring dwellings, a distinction should be drawn between

(a) methods which provide insulation for the building as a whole from its surroundings;

(b) Methods which insulate the individual dwelling (1) from noises from outside (insulation of outer walls and windows), (2) from noises in neighbouring rooms (insulation of doors, partition walls, floors and ceilings, insulation of pipes, etc.)

The purely scientific study of the phenomena

underlying the origin and propagation of noise in dwellings has made considerable progress. Although the problem cannot be regarded as completely solved from the scientific point of view, the practical results already achieved suggest certain principles which can be recommended for general application.

Certain differences of great practical significance exist between "air-borne" and "structure-borne" or "impact" noises. The two call for very different methods of treatment.

The Committee gave a number of details as to the different types of measures that may be recommended for dealing with these different aspects of the noise problem in its relation to housing and public health, and indicated its plan of future studies. Its object is to define if possible the practical measures that may be taken to safeguard the individual, the family and the community against the nuisance and the harmful effects of noise. Although science has yet to solve many of these problems it is certainly worth while to indicate the palliative and preventive measures which may now be taken in view of the present state of knowledge and experience in various countries.

The most important of these measures are briefly indicated by the Committee as follows:

#### 1. Measures involving Minor Expenditure

(a) The use of the quietest room in the house as bedrooms—particularly for young children;

(b) The cultivation of a public opinion to the effect that, in the use of powerful wireless sets and other sources of sound, the feelings of one's neighbours are worthy of consideration;

(c) The use of suitable ear stops by individuals whose rest and sleep is disturbed by noises outside their control—particularly by night workers who have to sleep during the day;

(d) Reduction of internal noise in a dwelling:

(i) Good internal planning of the dwelling before construction;

(ii) The use of sound-absorbing wall and ceiling finishes to an extent depending on the conditions. It must not be forgotten that agreeable acoustic conditions inside a room are likely to result from the use of thick carpets, heavy curtains and furnishing;

(iii) The insertion of canvas hose or the like in ventilating ducts, between the fan and the rooms concerned;

(iv) The use of resilient supports for such machinery as water pumps, compressors, refrigerators and air conditioners;

- (v) The insertion of a length of rubber hose in the water piping system to prevent the conduction of sound from taps or circulating pumps

The measures listed in this group are capable of immediate application and are calculated to lessen the harmful effects of noise, and by so doing to improve the living conditions of families and individuals whose dwellings are of necessity in noisy areas.

#### *II Measures involving Expenditure by Individuals or Public Authorities.*

(a) Town planning with a view to locating dwellings in quiet areas, and as far as possible away from roads subjected to heavy traffic.

(b) Co-operation between local authorities and industrialists in planning the lay out of noisy plant, e.g. transformer stations may be screened by existing buildings.

(c) Allowance of more time by local authorities for the execution of road breaking contracts

(d) Reduction of noise at its source, e.g.

(i) Use of silencers on motor vehicles and road breaking pneumatic hammers.

(ii) Increasing restriction of the use of motor horns by day or night.

(iii) Restriction of the speed of traffic in residential areas.

(iv) Installation of quiet sanitary appliances;

(v) Wearing of shoes with rubber heels;

(vi) Use of resilient floor coverings or thick carpets.

(e) Insulation of dwellings against external noise.

The adoption in building practice of materials and of methods of construction calculated to reduce the loudness level of the noise penetrating a dwelling, e.g.:

(i) Double windows;

(ii) External and partition walls affording a given standard of insulation;

(iii) Use of resilient floor coverings (floating floors) and suspended ceilings;

(iv) Use of noise filtering ventilators, and ventilating ducts lined with sound-absorbing materials.

The Committee concludes by observing that "experience in many countries has already shown that the measures indicated above may be successfully employed to lessen the nuisance

of noise in many situations. It is true that in special cases scientific methods of assessment of noise are necessary before the appropriate remedial measures can be specified, and that in certain cases the remedy prescribed may be costly. In the public interest it is highly desirable that information as to the present state of knowledge and proved experience in these matters should be widely distributed. Health authorities, scientists, architects, and engineers should be encouraged to face problems of noise without delay, and—side by side with the promotion of further research—technical instruction should be provided for those who are and who will be responsible for safeguarding the amenities of home life and of residential areas. While the problem of noise has become acute owing to scientific progress and invention, and while we can, with confidence, look to physical science to provide the solution of new problems as they arise, it rests with all concerned to ensure the speedy application of existing knowledge to present-day conditions."

#### *Committee on Hygiene and Environmental Conditions in the Dwelling.*

The Committee on Hygiene and Environmental Conditions in the Dwelling (temperature, humidity, and movement of the air, and temperature of the surroundings) also presented its report to the Housing Commission. It pointed out that one of the primary objects of housing—in its most primitive as in its most up-to-date forms—is to protect the individual from climatic discomforts, especially from heat and cold. The environmental conditions of a dwelling which provides this protection must accordingly be such as to permit the maintenance of equilibrium between the production and the loss of heat from the human body. In addition to the maintenance of thermal equilibrium, environmental conditions should be such as to promote physical and mental fitness and the feeling of well-being.

The principal environmental factors influencing the maintenance of thermal equilibrium, and consequently physical and mental fitness and the feeling of well-being, are:

(a) The dry-bulb temperature of the air;

(b) The humidity of the air;

(c) The movement of the air;

(d) The mean radiant temperature of the surroundings (including walls, flooring, ceiling or roof, windows, heating appliances, human bodies).

Although it does not directly affect the

thermal equilibrium of the human body, a fifth factor, the quality of the air—and more especially its purity—must also be taken into consideration, for it may have a fundamental influence on the sense of well-being and on physical and mental fitness.

Various methods have been suggested for combining in a single index the effects of the factors regulating the heat loss of the human body. The Committee enumerates the several methods proposed. It adds that it is impossible to establish a uniform standard applicable in every country for the optimum environmental conditions governing bodily heat exchanges. Standards or zones of comfort have been indicated by the hygienists of various countries on the basis of the various indices that have been suggested. These standards are valid only for the region, type of occupation, indoor conditions (residence, office, workshop, theatre, cinema, restaurant, train, etc.), national or local heating methods, type of clothing, age, race, season and climate for which they were established.

What is more, other things being equal, the sensation of comfort varies in different individuals. For this reason, the zones of comfort indicated by the various methods represent a sort of "mean" comfort, i.e. the sensation of comfort as felt by the majority of persons examined.

Owing to differences of climate and to national custom, hygienists hold different views as to the best standards for temperature movement and moisture of the air. Thus, British authorities are in favour of a lower range of temperature for home or similar conditions than their American colleagues, although their views on minimum air movement are the same. Whereas Anglo-American hygienists prefer a very slight air movement, in France, perhaps due to long-standing customs, the aim is to prevent any air movement at all, however slow, in the immediate vicinity of the individual.

The Committee discussed methods of measuring environmental conditions: transmission and accumulation of heat by building materials; the different heating, cooling and ventilation systems (or space and air change) in their relation to various types of housing, that is both to homes and to public buildings of different kinds. The standards applied in different countries for the floor space or cubic content of family dwellings vary to some extent on account of the differences of national customs and standards of living. On the whole, the Committee assumes, however, that on hygienic grounds a living room used in the

daytime or a sleeping room at night should each provide at least 15 cubic metres per person; and if sleeping and living rooms are separate, a total of at least 25 cubic metres per person for the whole dwelling is essential.

The importance of air conditioning is emphasised together with the dangers of exaggeration and standardisation in this field. The need for air conditioning, it is suggested, applies particularly to sub-tropical and tropical climates, and the relevant problems are worthy of further study.

The Committee concluded its review of the different aspects of its subject with the remark that "the engineer has at his disposal a wide choice of systems of heating, cooling, ventilation and air conditioning. He must make a judicious selection, and adapt the operation of the systems in every case to actual economic and physiological needs, for it must always be borne in mind that the subject of all these measures is man, and that their purpose is to ensure his comfort, physical and mental fitness and health."

A programme of further work is outlined by the Committee, which ends its remarks by emphasising the necessity for studying "the application of hygienic principles to the various methods of building construction, heating or ventilation favoured in different countries. Co-operation between economists, hygienists, engineers, physicists and architects is essential for a speedy and rational solution. Such co-operation can only be expected if there is mutual understanding of these human problems. The incorporation of appropriate teaching in the curricula followed by students training for the professions concerned is therefore a matter of the first importance.

"In promoting, correlating or conducting such studies and in encouraging education as indicated, we feel that the Housing Commission and its National Committees can materially help to improve the conditions of life."

The following attended the meetings:

*The Housing Commission.* Professor J. Parisot (Chairman), Director of the Institute of Hygiene, Nancy, Member of the Supreme Health Council, France; M. Rolf Bergman, Professor of Hygiene and Head of the Epidemiological Hospital of Stockholm, representing Dr. J. Axel Höjer; Dr. G. P. Crowden, of the Department of Industrial Physiology, London School of Hygiene and Tropical Medicine, representing Professor W. W. Jameson; M. H. van der Kaa, Engineer, Inspector General of Public Health, The Hague; Dr. B. Nowakowski, Professor at the State School of Hygiene, Warsaw; M. H.

Pelc, Professor of Social Medicine at the Charles IV University, Prague; M. C. E. A. Winslow, Professor of Public Health, Yale School of Medicine, New Haven

*Sub-Commission on the Hygiene of Environmental Conditions.* Professor C. E. A. Winslow, Chairman; Professor J. Parisot, Professor R. Bergman; Dr. G. P. Crowden; M. H. van der Kaa, Dr. B. Nowakowski; Professor H. Pelc. Expert: Mr. T. Bedford, Ph.D., Lecturer in the Department of Industrial Physiology, London School of Hygiene and Tropical Medicine, and Investigator to the Industrial Research Board, Medical Research Council, London; Mr. Robert L. Davison, Director of the Housing Research Division, John B. Pierce Foundation, New York; Mr. A. F. Dufton, Senior Scientific Officer, Building Research Station, Garston (Herts); M. Gunnar Heimburger, of the Royal School of Higher Technical Studies, Stockholm; M. F. A. Missenard, Professor at the Special School of Public Works, Paris; Dr. W. Morikofler, Director of the Physico-Meteorological Observatory, Davos; M. A. J. Ter Linden, Engineer, Professor at the Polytechnic School, Delft; M. W. Zenczykowski, Engineer, Professor at the Polytechnic School, Warsaw.

*Sub-Commission on Noise and Housing:* Dr. G. W. C. Kaye, Superintendent, Physics Department, National Physical Laboratory, Teddington (Chairman); Professor J. Parisot;

Professor R. Bergman; Dr. G. P. Crowden; M. H. van der Kaa; Dr. B. Nowakowski, Professor H. Pelc; Professor C. E. A. Winslow. Experts: M. Jacques Brillouin, Head of the Acoustic Services of the Laboratories of Building and Public Works, Paris; Mr. Robert L. Davison, Professor Gunnar Heimburger, Professor W. Zenczykowski, Dr. C. Zwikker, Professor at the Laboratory of Applied Physics, Polytechnic School, Delft.

Professor Carozzi, Dr. Stocker and M. Guy, of the International Labour Office, also attended the meetings.

### 3. MEETING OF THE SUB-COMMITTEE ON NUTRITION.

The Drafting Sub-Committee of the Mixed Committee on the Problem of Nutrition\* met in Geneva on June 11th and 12th under the chairmanship of Lord Astor (British).

The Sub-Committee prepared the final text of the draft report drawn up, by the Mixed Committee at its session in April.

The final report will include chapters on the place of nutrition in public health, recent trends in food habits; agriculture and nutrition; food prices and consumption; factors influencing food prices; and the relation of income to nutrition.

\* See Monthly Summary, Vol. XVII., No. 4, page 75

## IV.—LEGAL AND CONSTITUTIONAL QUESTIONS.

### INTERNATIONAL ENGAGEMENTS

#### *Registration of Treaties.*

The Treaties and International Engagements registered by the Secretariat of the League in June include.

A treaty of commerce between Brazil and Portugal (Rio de Janeiro, August 26th, 1933), presented by Brazil.

An additional agreement to the commercial agreement of June 14th, 1935, between Hungary and Czechoslovakia, with final protocol (Prague, June 15th, 1936), presented by Czechoslovakia.

An additional agreement to the Convention of January 30th, 1933, between Roumania and Yugoslavia, regulating the question of nationality and that of the citizenship of persons who, in consequence of the frontier delimitation, have lost their original nationality (Bucarest, March 13th, 1935), presented by Roumania

A convention between Belgium and the Nether-

lands concerning assistance to and repatriation of indigent persons (The Hague, May 15th, 1936), presented by the Netherlands.

An exchange of notes between Belgium and the Netherlands constituting an agreement concerning immunity of Customs taxes on the combustibles and lubricants used in international air service (Brussels, March 26th, 1937), presented by the Netherlands

A convention between Luxemburg and the Netherlands concerning establishment and labour (The Hague, April 1st, 1933) and exchanges of notes relating thereto (The Hague, April 1st, 1933, and Luxemburg, April 15th, 1936), presented by the Netherlands.

A clearing agreement between Germany and Norway (Berlin, February 27th, 1937), presented by Norway

An agreement between Italy and the Netherlands for the regulation of payments in con-

nection with goods transactions (Rome, January 1st, 1937), presented by the Netherlands.

A convention between Germany and Hungary regarding intellectual and cultural co-operation (Berlin, May 28th, 1936), presented by Hungary.

An agreement between Turkey and Yugoslavia regarding the export of opium (Belgrade, December 17th, 1934), presented by Yugoslavia.

A convention between France and India relating to the sale of opium in Chandernagore (Chandernagore, December 18th, 1936), presented by Great Britain.

A protocol between Germany, Denmark, the Free City of Danzig, Estonia, Finland, Latvia, Lithuania, Poland, Sweden and U.S.S.R., regarding the renewal of the Baltic Geodetic Convention concluded at Helsinki on

December 31st, 1925 (Helsinki, June 22nd, 1936), presented by Denmark.

A parcel post agreement between the post office of Germany and the post office of the United Kingdom of Great Britain and Northern Ireland (Berlin, October 6th, 1936, and London, December 2nd, 1936), presented by the United Kingdom.

A parcel post agreement between the post office of Germany and the post office of Malaya (Berlin, July 11th, 1936, and Kuala Lumpur, December 17th, 1936), presented by the United Kingdom.

An arrangement for the exchange of correspondence between the postal administration of India and the postal administration of Nepal (New Delhi, November 6th, 1936, and Katmandu, December 23rd, 1936), presented by the United Kingdom.

## V.—NEW LEAGUE PUBLICATIONS.

### 1. PROSPERITY AND DEPRESSION

This book, written by an economist of international reputation, deals with one of the most important technical problems in the whole economic field—that of business cycles and the recurrence of periods of prosperity and depression.

The book is the first stage in an enquiry by the League's Economic Intelligence Service into this problem. Its objects are to analyse existing theories of the business cycle and consider how far they are self-consistent, to find out what grounds they have in common and where they are incompatible, to eliminate certain hypotheses which are untenable and to show where further research is needed to clear up obscure points. The analysis of these theories shows that a much greater harmony on certain important points between writers of different schools of thought exists than the superficial observer might believe—the natural tendency being for writers to emphasise differences rather than stress points of agreement. *Having thus cleared the ground, the author is in a position to attempt a synthesis and development of the existing theories in so far as they can be synthesised, at the same time indicating points where it is not yet possible to formulate definite explanations. The next stage in the investigation of the Economic Intelligence Service will be the application as far as possible of quantitative tests to the various hypotheses and explanations which have been put forward.*

The book thus falls into two distinct parts. Part I gives in six chapters a systematic analysis

of the principal theories. To facilitate comparison, these are examined as far as possible under the following heads: general characteristics; explanation of up-swing (prosperity); explanation of the upper turning point (or crisis); explanation of the down-swing (depression); explanation of the lower turning-point (revival); reasons given for recurrence, periodicity, etc.; international complications.

The main theories dealt with in these six chapters are those which explain the cycle as due to variations in the flow of money, various types of over-investment theories (emphasising mainly the tendency to over-develop industries producing capital goods); under-consumption or over-saving theories, psychological theories; harvest theories.

Part II. attempts a synthesis and development of existing theories; it does not claim to give an entirely new theory, but rather to evolve order out of the conflict of views and to present a synthesis which may secure agreement between schools of thought. The author believes that a general conception can be evolved which will be of practical value in explaining the most important aspects of the business cycle. He discusses the definition and measurement of this cycle, analyses the mechanism of expansion and contraction and examines the turning points in the cycle (the crisis and the revival). He takes the view that any economic system organised on the lines of our present individualistic money-price economy is liable to cumulative processes of expansion and contraction, particularly on account of the fluctuating profitability of investment. Stress is laid,

however, on certain aggravating factors such as cost-rigidities and monetary instability.

The final chapter is devoted to the international aspects of the trade cycle, an attempt being made here to combine two branches of modern economic theory which up till now have been developed on separate lines.

Despite the difficulties of the subject, the book will prove of interest even for those who are not familiar with the general literature of the subject

## 2. PUBLIC FINANCE 1928-1935

The League's Economic Intelligence Service has published the last of the series of chapters on "Public Finance 1928-1935," relating to European countries. The present chapter deals with Germany. Twenty-nine others have already appeared, on Albania, Austria, Belgium, United Kingdom of Great Britain and Northern Ireland, Bulgaria, Czechoslovakia, Denmark, Estonia, Finland, France, Greece, Hungary, Irish Free State, Italy, Latvia, Lithuania, Luxemburg, Netherlands, Norway, Poland, Portugal, Roumania, Spain, Sweden, Switzerland, Turkey, U.S.S.R., and Yugoslavia

The chapters on extra-European countries will be published later

The whole forms a new edition of the "Memorandum on Public Finance," of which the last edition was issued in the autumn of 1929 and related to 15 countries in different parts of the world. The present work, as has been said, gives complete information in regard to Europe, and forms a general survey of public finance during recent years.

It gives for each country the salient facts and the main statistics concerning public finance from 1928 to 1935, or to a later date, when available information permits of so doing. Each chapter contains a summary of State Accounts, the position of the Treasury, and an analysis of receipts and expenditure, of the public debt and, where possible, of State assets and liabilities. There are explanatory notes commenting on the figures and showing the main changes from year to year, also other notes to draw the reader's attention to the influence of the recent depression on public finance, and to indicate what Governments have done to meet the difficulties thus caused, the effect of the depression on revenue as a whole and on each item, the methods of tapping new sources; the way in which State expenditure has been reduced, maintained or increased, and the methods of making good deficits. There are notes on budgetary systems,

giving an idea of the principles generally observed. They will help the student to get, with the aid of first-hand evidence, a clearer picture of the situation in any particular country

## 3. MONTHLY BULLETIN OF STATISTICS.

The June number of the *Monthly Bulletin of Statistics* of the League of Nations gives, in addition to the recurrent tables, information on World Trade and World Industrial Production, Building Activity and the Production of Motor Cars.

Contrary to the usual seasonal tendency, the gold value of world trade continued to rise in April, 1937, the increase over the preceding month being about  $\frac{1}{2}\%$ ; as compared with April, 1936, the increase amounts to 30.4%.

Statistics now available for the first quarter of 1937 show that gold prices of commodities entering into international trade rose from the last quarter of 1936 to the first quarter of 1937 by about 3.4%. The gold value of world trade rose simultaneously by 3.7%; thus the quantum of world trade increased by about 0.5%. This is the first time for many years that the quantum of world trade for the first quarter of the year was higher than that of the preceding quarter. Compared with the first quarter of 1936, the quantum has risen by 11.6%, and is now only 7.6% short of the 1929 average.

According to the League indices, world industrial production during the first quarter of 1937 (excluding the U.S.S.R., for which country no data for 1937 are as yet available) almost maintained the high level reached in the preceding quarter. In Europe (excluding U.S.S.R.) the 1929 level was exceeded in the first quarter of 1937 by about 4.5%, while in North America production remained about 2.5% below the level of the last pre-depression year.

According to the national production indices available for December, 1936, and the first three or four months of 1937, the 1929 average has been exceeded in the course of that period by over 300% in the U.S.S.R., by 60-70% in Japan and Latvia, 40-50% in Finland and Greece, 30-40% in Sweden, Denmark, Estonia, Chile and Hungary, 20-30% in the United Kingdom and Norway, and by 12% in Germany

In the United States, the 1929 average was again almost reached in March and April, 1937, after a recession during the first two months of the year, and the Canadian index failed only by a few per cent. to reach its average for 1929. Excluding building activity, it actually exceeded that average

Industrial production still fell short of the 1929 average by about 4% in the Netherlands (April), 6% in Austria (February), 7% in Czechoslovakia (March), 9% in Belgium (April), 15% in Poland (April), and 25% in France (April).

Since the devaluation of the gold *bloes* currencies at the end of September, 1936, the increase in industrial production has been particularly marked in the Netherlands (38%). During the same period, production rose in France by about 10%, but was in April, 1937, only 3% larger than in April, 1936. In most other countries the increase during the last twelve months for which indices are available in each case has been considerably larger: Netherlands 26%, Czechoslovakia 24%, U.S.S.R. 19%, Poland and Estonia (average for March and April) 19-20%, Austria and the United States 17%, Japan 15%, Belgium 14%, Greece 13%, Germany 12%, Sweden 11%, Canada, Finland and Norway 10%, Hungary 9%, Denmark 8%, United Kingdom and Latvia 7%, Bulgaria 4%, and Chile 2%.

The world production of certain base metals and fuels, which was already substantially higher in 1936 than in 1935, has further increased and is now, in some cases, considerably greater than in 1929.

In March, 1937, as compared with March, 1936, the output of copper increased by 45%, that of pig-iron and steel by 27%, zinc by 18%, coal by about 26%, and petroleum by 13%.

*Building activity*, so far as it can be judged from the statistics of building permits, has not recovered in the world at large to the same extent as industrial production. If the permits delivered for the first four months of 1937 are compared with those delivered in the same months a year ago, the most noteworthy percentage increase took place in Switzerland, where the permits for residential buildings were

almost twice as numerous as in the corresponding months of 1936, but still only one-half of the figure for 1929.

Nearly as large an increase from a very low level is to be noted for Canada, and from a rather high level in Finland.

In South Africa and the Argentine the increase for the same period amounted to about 50%, in Czechoslovakia to 34%.

A considerable increase over the first months of 1936—though still from a rather low level—is apparent for the U.S.A., namely, 66% for residential buildings and 53% for industrial and commercial buildings, while permits for public buildings, etc., have decreased by 38%.

In Sweden—where activity was already very high last year—and in the Netherlands, the increase for residential buildings was about 7%.

In the United Kingdom where building activity during the last few years has already been very great, a further increase of 4% is to be noted. Permits for residential buildings decreased by 9%, whereas those for industrial, commercial and public buildings increased by 29%.

A similar development—although on a lower level—took place in Germany where residential buildings decreased by about 11%, while permits for industrial and public buildings increased by more than 30%.

In France building activity decreased by 7%, in Paris alone permits for residential buildings decreased by 63%, to the low level of about 9% of the activity of 1929. Permits for other buildings in Paris increased slightly by 3%.

A decrease of building activity in the first three or four months of this year as compared with a year ago is likewise to be noted for Australia (65%), New Zealand (13%), Belgium (16%) and Palestine (39%).

## VI.—FORTHCOMING LEAGUE MEETINGS.

July 12th.—Plenary Session of the Intellectual Co-operation Committee, Paris.

July 13th.—Special Committee on Contributions, London.

July 20th.—Drafting Committee of the Malaria Commission, Geneva.

July 20th.—Permanent Committee on Arts and Letters, Paris.

July 30th.—Permanent Mandates Commission (extraordinary session), Geneva.

August 2nd.—Advisory Council of the Eastern Bureau of the League of Nations Health Organisation, Bandoeng.

August 3rd.—Inter-Governmental Conference on Rural Hygiene in the Far East, Bandoeng.

August 26th.—Supervisory Body established under the 1931 Convention on Narcotic Drugs, Geneva.

August 31st.—Advisory Committee on Communications and Transit, Geneva.

September 1st.—Committee for the Study of the Problem of Raw Materials, Geneva

September 6th. (?)—Economic Committee, Geneva.

September 13th.—19th Session of the Assembly, Geneva.

October 7th.—Technical Sub-Committee of the Fiscal Committee, Geneva

October 11th.—Fiscal Committee, Geneva

November 1 (?)—Conference on the International Repression of Terrorism, Geneva

## PERMANENT COURT OF INTERNATIONAL JUSTICE

### I. COMPOSITION OF THE COURT.

At the public sitting held by the Court on June 28th, 1937, M. Charles De Visscher (Belgium), who was elected a member of the Court on May 27th, 1937, made the solemn declaration prescribed by the Statute; the President declared him duly installed in his duties as a member of the Court

### 2. THE WATERS OF THE MEUSE (NETHERLANDS-BELGIUM).\*

On June 28th, 1937, the Court delivered its judgment in the case concerning the diversion of water from the River Meuse, in which proceedings had been instituted before it, by means of an Application, by the Government of the Netherlands against the Government of Belgium and which had given rise to a counter-claim by the latter Government.

By ten votes to three, the Court rejected both the submissions of the Netherlands Government and those made in the Belgian Government's counter-claim. The facts of the case may be summarised as follows:

On May 12th, 1863, the Belgian and Netherlands Governments concluded a treaty concerning the régime for taking water from the Meuse with a view to overcoming the difficulties provoked by the measures taken to supply water to certain navigation canals and irrigation channels, the chief of these difficulties being the increased current which had resulted in the canal known as the Zuid-Willemsvaart, which, passing through Belgian territory, links Maastricht with Bois-le-Duc

With this object in view, the Treaty of 1863 provides for three groups of measures: the raising of the level of this canal throughout its whole course from Maastricht to Bochtolt so as to increase the transverse section and, consequently, to allow more water to flow along it without increasing the speed of the current,

the concentration of diversions of water from the Meuse at a new intake, this intake being situated further upstream at a point where it could feed the canal, notwithstanding the raising of the level of the latter; the extension of the programme of works to be carried out on the common section of the Meuse so as to make it possible to take more water from the Meuse without affecting the navigability of the common section of the river, a question which at that time was of importance to both countries. The new intake was situated in Netherlands territory at Maastricht

At the beginning of the twentieth century, the two Governments entered into negotiations with a view to improving navigation on the Meuse by means of works to be carried out by mutual agreement, in order to meet the expansion of trade. These negotiations had not been concluded when the War of 1914-1918 broke out. In 1925, no agreement having been reached, the Netherlands began the construction of the Juliana Canal from Maastricht to Maasbracht and also of the Borgharen barrage and the Bosscheveld lock. Moreover, in 1930, Belgium, for her part, began the construction of the Albert Canal, which was to connect Liège and Antwerp, and of the Neerhaeren lock amongst others. These two programmes led to diplomatic correspondence in the course of which each Government expressed doubts as to the compatibility of the works undertaken by the other with the Treaty of 1863. As no progress was made with the settlement of these differences, the Netherlands Government, on August 1st, 1936, instituted proceedings against Belgium before the Court, and the judgment of the Court is upon the action thus instituted

The Court, after summarising the facts, proceeds to examine the submissions of the applicant party

In its first submission, the Netherlands Government asked the Court to declare that the construction by Belgium of works rendering

\* See Monthly Summary, Vol. XVII., No. 5, page 119

it possible for a canal below Maestricht to be supplied with water taken from the Meuse elsewhere than at the intake situated at that town was contrary to the Treaty of 1863; it was alleged that these works infringed the Netherlands' privilege of control over the diversions of water, and that the quantities of water diverted exceeded the maximum fixed by the Treaty. In this connection, the Netherlands Agent laid stress on the fact that the Neerhaeren lock contained side-channels for filling and emptying the lock chamber, which channels could easily be converted into a lateral conduit enabling water to be discharged in large quantities.

In the Court's view, the Treaty of 1863 did not place the parties in a situation of legal inequality by conferring on one of them a right of control to which the other could not lay claim. The terms of the Treaty do not support the claim of the Netherlands Government to certain privileges.

In its second submission the Applicant party asked the Court to declare that the feeding of certain canals in Belgium (the Belgian section of the Zuid-Willemsvaart, the canal de la Campine, the Hasselt canal, etc.) with water taken from the Meuse elsewhere than at Maestricht was contrary to the Treaty.

Examining the régime of water supply established by the Treaty, the Court finds that this régime consists both in the construction in Netherlands territory of an intake which was to constitute the feeding conduit for all canals situated below Maestricht and in the fixing of the volume of water to be discharged into the Zuid-Willemsvaart at a quantity which would maintain a minimum depth in that canal and would ensure that the velocity of its current did not exceed a fixed maximum. As regards the canals which the Treaty had in view when it referred to "canals situated below Maestricht," these canals are the Zuid-Willemsvaart and the canals which branch off from it and are fed by it.

Such being the treaty régime, it is clear, the Court says, that any work which disturbs the situation thus established constitutes an infraction of the Treaty: and this holds good for works above Maestricht just as much as for works below it. Thus the functioning of an intake other than the Maestricht feeder instituted by the Treaty would not be compatible with the Treaty. The normal passage of water, however, through a lock is not an infraction of the Treaty: the use of the Neerhaeren Lock which is situated in Belgian territory—like that

of the Bosscheveld Lock constructed by the Netherlands Government itself—would only be contrary to the Treaty if it contravened the object of the Treaty, that is to say, if it caused an excessive current in the Zuid-Willemsvaart or an insufficiency of water in the Meuse, and this has not been established. As the Treaty does not authorise the Netherlands, any more than Belgium, to take water from the Meuse elsewhere than at the treaty feeder at Maestricht, the Court cannot refrain from comparing the cases of the two locks and it considers that there is no ground for treating one more unfavourably than the other.

The third submission of the Netherlands Government is fundamentally concerned with the construction and bringing into use of the Albert Canal from Liège to Antwerp. This canal, which is fed from an intake at Liège-Monsin, follows for a certain distance the course of the old Hasselt canal and the Court is asked to declare that the feeding of this section with water taken from the Meuse elsewhere than at Maestricht is contrary to the Treaty. The Court rejects this submission. It holds that each of the two States is at liberty to modify or enlarge the canals covered by the Treaty when those canals are situated in its own territory and do not leave that territory, provided that the diversion of water at the treaty feeder and the volume of water to be discharged through it are not affected.

For the same reasons, the Court rejects the fourth submission of the Netherlands Government which is similar to the third.

The Court also rejects the submissions of the Belgian Counter-claim. With regard to the barrage constructed at Borgharen by the Netherlands Government, which, by raising the level of the Meuse, has altered the local situation at Maestricht, the Court considers that the Treaty does not forbid the Netherlands to alter the depth of water in the Meuse at Maestricht without the consent of Belgium, provided that neither the discharge of water through the treaty feeder nor the volume which it must supply are thereby affected. Moreover, the Belgian Government had not produced evidence to show that the navigability of the common section of the Meuse has suffered.

In the second submission of the Counter-claim, the Belgian Government asks the Court to declare that the Juliana Canal is subject, as regards its water supply, to the same provisions as the canals on the left bank below Maestricht. The Court rejects this submission because, in its opinion, the Juliana Canal on

the right bank of the Meuse cannot be considered or treated as a "canal below Maestricht" within the meaning of Article I. of the Treaty.

3 LIGHTHOUSES IN CRETE AND SAMOS (FRANCE-GREECE) \*

On June 10th, 1937, the French and Greek Governments filed their respective Counter-Memorials

The hearing was opened on June 28th. All members of the Court were on the Bench, with the exception of M. Nagaoka (Japan), absent on regular leave, and MM. Anzilotti (Italy) and Hammarškold (Sweden), who had been excused from sitting in accordance with Article 27 of the Rules

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\* See Monthly Summary, Vol. XVII., No. 3, page 60.

M. S. P. Sefériades (Greece), nominated by the Greek Government to sit as judge under Article 31 of the Statute, was also on the Bench. M. Sefériades made the solemn declaration prescribed by the Statute

In the course of public sittings held on June 28th and 29th, the Court heard the statements, reply and rejoinder presented by M. Basdevant, on behalf of the French Government, and by M. Politis, on behalf of the Greek Government.

The President then declared the hearings closed, and the Court commenced its deliberation.

4 THE OPTIONAL CLAUSE OF ARTICLE 36 OF THE COURT'S STATUTE

On May 24th, 1937, Denmark and on June 30th, 1937, Austria, ratified the renewals of their acceptance of the Optional Clause

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VOL. XVII. No. 7.

JULY, 1937

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# THE MONTHLY SUMMARY OF THE LEAGUE OF NATIONS

VOL. XVII., No. 7.

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## I.—SUMMARY OF THE MONTH.

July, 1937.

The major part of League activities during July was devoted to intellectual co-operation. At the invitation of the French Government the various bodies of the Organisation for Intellectual Co-operation met this year in Paris, in connection with the International Exhibition.

They reviewed the work achieved by the Organisation in its many fields during the past year and sketched the programme for the future.

\* \* \*

The Mandates Commission, convened in

extraordinary session, met to consider the situation that had arisen as a result of the disturbances in Palestine and the findings of the Royal Commission appointed by the British Government to investigate the unrest.

\* \* \*

The Mixed Commission and the Arbitral Tribunal in Upper Silesia, set up under the

Germano-Polish Convention of May 15th, 1922, wound up their activities.

\* \* \*

The Permanent Court of International Justice has sustained a great loss through the death of M. Ake Hammarskjöld. In October last M. Hammarskjöld was elected a member of the Permanent Court of International Justice, whose Registrar he had been for many years.

## II.—INTELLECTUAL CO-OPERATION.

### WORK OF THE ORGANISATION.

From June 28th to July 28th the League devoted itself more particularly to work concerned with intellectual co-operation. All this work was done in Paris in connection with the International Exhibition of Arts and Technique.

Under the auspices of the French Government, and thanks to its generous hospitality, meetings of the following bodies were held successively: Permanent International Studies Conference (June 28th, July 3rd), Liaison Committee of Major International Associations (June 30th, July 1st), Advisory Committee on League of Nations Teaching (July 2nd-3rd), the Second General Conference of National Committees on Intellectual Co-operation (July 5th-9th), Executive Committee of the International Council of Scientific Unions and Committee of Scientific Experts of the International Intellectual Co-operation Organisation (July 9th-10th), Committee of Directors of National Bureaux of International School Correspondence (July 15th), International Committee on Intellectual Co-operation (July 12th-17th), Permanent Committee on Arts and Letters (July 20th-23rd), International Conference on Higher Education (July 26th-28th).

Each of the manifestations of this "Intellectual Co-operation Month" was inaugurated and closed by the most eminent representatives of the French Government: MM. Delbos, Sarraut, Jean Zay, de Tesson and Edouard Herriot, who on various occasions, in conjunction either with the Commissioner-General of the Exhibition or with the Municipal Council of the City of Paris, received and entertained the numerous personalities taking part in the proceedings.

In consequence, the International Committee and National Committees of Intellectual Co-operation expressed their warm gratitude to the French Government, recalling the fact that the work of intellectual co-operation had only been able to develop thanks to the support which that Government had consistently given

it. In this connection they expressed the hope that other Governments would associate themselves with the French Government, both legally and financially, to provide for the existence and future of this form of international collaboration, apart from all political considerations.

The "Intellectual Co-operation Month" for the first time gave the International Committee the opportunity of bringing together practically all the institutions which constitute the International Intellectual Co-operation Organisation of the League of Nations.

While as a rule Committees and Conferences succeed one another all through the twelve months of the year and hold their meetings in different towns, this year they were able to hold their meetings at the same time and in the same place. The result was a cohesion in the work done and opportunities of contracts between the delegates which were of the greatest benefit to the Organisation as a whole.

\* \* \*

### GENERAL CONFERENCE OF NATIONAL COMMITTEES ON INTELLECTUAL CO-OPERATION.

The outstanding event of the "Intellectual Co-operation Month" was the Second General Conference of National Committees held under the chairmanship of Professor Gilbert Murray from July 5th to 9th.

Its agenda included four groups of questions:

(1) Activities of the International Intellectual Co-operation Organisation of the League of Nations from 1931 to 1937;

(2) Organisation and activities of the National Committees;

(3) Structure of the International Intellectual Co-operation Organisation;

(4) Function of intellectual co-operation in the organisation of the contemporary world.

The second group, Organisation and activities

of the National Committees, was of special interest, since it involved the examination of the following points: Inter-American intellectual co-operation, Intellectual co-operation between America and Europe; Part played by National Committees in making known in their own countries the activities of the International Intellectual Co-operation Organisation, Intellectual co-operation and mutual knowledge of national cultures; Regional intellectual co-operation (*inter-Baltic and inter-Balkan*).

The National Committees of the following forty-one countries had responded to the International Committee's invitation: Argentine, Australia, Austria, Belgium, Bolivia, Brazil, United Kingdom, Bulgaria, China, Chile, Cuba, Czechoslovakia, Denmark, Egypt, Estonia, Finland, France, Greece, Hungary, India, Iran, Ireland, Italy, Japan, Latvia, Lebanon, Lithuania, Luxemburg, Mexico, Netherlands and Netherlands Indies, Norway, Poland, Portugal, Roumania, Salvador, Spain, Sweden, Switzerland, United States of America, Uruguay, Yugoslavia.

The following were also represented: the Catholic Committee on Intellectual Co-operation, the Committee on Intellectual Co-operation of the Inter-Parliamentary Union and the Jewish University of Jerusalem.

This Second General Conference was of special interest, not only owing to the extremely large number of participants but also owing to the results which it achieved. It was both an end in itself, since it permitted the National Committees to give proof of their vitality after eight years' silence, and a starting-point, since it gave them an opportunity of laying the foundations for their future activities.

The National Committees, which are indispensable links between the International Committee on Intellectual Co-operation and national intellectual life, have developed uninterruptedly since 1922 and now number forty-five.

At the outset the International Committee invited the delegates of the National Committees, which had already been constituted, to each of its sessions. But as the latter became more numerous every year, it summoned the First General Conference in 1929.

From 1931 to 1937 the Committee resumed its invitations at the rate of five per annum, giving the preference to countries with no representatives on the committee. It then summoned a Second General Conference. The latter has given important results and has constituted the Assembly of National Com-

mittees as the essential basis of intellectual co-operation. It affirmed its determination to establish close and regular contacts with national intellectual life and to aim at universality. In particular it contemplated the possibility of an international agreement broadening the foundations of the Paris Institute and, providing the work of intellectual co-operation with a wider and more solid basis. It accordingly asked the International Committee on Intellectual Co-operation to take the necessary steps for this purpose.

The Conference adopted this resolution on the basis of a report submitted by M. Münch, Minister for Foreign Affairs of Denmark, on the structure, procedure and practice of the Intellectual Co-operation Organisation.

In his statement M. Münch recommended the drafting of a text to supplement the agreements founding the Institute of Intellectual Co-operation which were concluded in 1924 between the French Government and the League of Nations. He noted that 18 States, some of which were not Members of the League, paid a contribution to the Institute, and that 44 others had appointed special delegates to that Institute.

M. Münch emphasised the desirability of opening an instrument supplementary to the 1924 agreement for the signature of States, in order to give the Institute the character possessed by other international organisations created by a collective agreement or treaty, while retaining its connection with the League of Nations.

The Committee and the Governing Body of the Institute, after consideration of the Conference's recommendations, expressed the opinion that the submission of a draft international instrument to the Council and to the Assembly of the League of Nations was not only desirable but urgent. They considered that the support of the Governments should strengthen the action of the national committees as soon as possible, in order that the latter might take full advantage of the results of the Conference and might henceforward play the important part assigned to them in the general structure of the Intellectual Co-operation Organisation.

Moreover, the growing importance assumed by the Institute of Intellectual Co-operation and the numerous tasks devolving on it, have clearly demonstrated the inadequacy of its financial resources. The amount of the contributions paid to the Institute by the French Government and other States has remained the same for several years, although the general

rise in prices and the devaluation of several currencies have considerably diminished the Institute's possibilities of action. The latter is even anticipating budgetary deficits in the near future.

In these circumstances the members of the Governing Body of the Institute were unanimous in the view that the only way of maintaining the Institute's activities and acknowledging the services rendered by it was to ask States, whether Members of the League of Nations or not, who took an interest in intellectual co-operation to associate themselves with the undertaking entered into by the French Government.

Since 1924 the latter has paid an annual contribution of two million francs, the only contribution which has a contractual basis.

The draft prepared by the Committee is aimed at determining the principal forms to be taken by the moral and material support afforded by States to their national committees on the one hand and to the International Institute on the other. It contains a preamble recalling the part played by the Intellectual Co-operation Organisation in the past in bringing about intellectual rapprochement. It defines the technical character of the obligations to be entered into by States.

Intellectual Co-operation being a technical organisation of the League of Nations, these obligations would not have any political effect and would have no connection with the political duties assumed by Members of the League. They would supplement, without modifying it, the obligation entered into by the Government of the French Republic on December 8th, 1924, when it placed the International Institute of Intellectual Co-operation at the disposal of the League of Nations.

The draft also contains provisions concerning the organisation and operation of the national committees, and the various forms in which the Governments would participate in the life and development of the Institute, including the payment of a subscription supplementing that of the French Government.

In preparing this document the Committee's aim has simply been to provide a basis of discussion. It requests the Assembly to examine it and then to forward it to all the States Members and non-Members of the League of Nations for their opinion.

#### LIAISON COMMITTEE OF MAJOR INTERNATIONAL ASSOCIATIONS

The Liaison Committee of Major International Associations has thirty member associa-

tions and its activities extend to sixty-one countries. Its purpose is to assist exchanges of views among its members, to promote common studies and to suggest practical means of educating youth in a spirit of peace and of organising peace.

During its meeting the Committee discussed means of applying as speedily and as extensively as possible two international conventions drawn up under the auspices of the League of Nations, that to facilitate the circulation of films of an educational character and that regarding the use of broadcasting in the cause of peace.

It considered means of utilising and making League documents, particularly the *Handbook*, the *League from Year to Year*, and the *Educational Bulletin* more generally known.

It emphasised the necessity of taking steps for the education not only of children, but also, and particularly, of adults.

#### PERMANENT CONFERENCE OF ADVANCED INTERNATIONAL STUDIES.

The Tenth Session of the Permanent Conference of Advanced International Studies, which was held from June 28th to July 3rd, was attended by 150 delegates belonging to 26 nations.

The agenda consisted of "The Pacific Settlement of International Problems" (demographic questions, raw materials and markets, colonies, special problems of the Danube Basin, juridical questions). The Conference, it may be recalled, has as its sole object the free discussion of topical problems in all their aspects without proposing any solution or making any suggestion or recommendation. Its object is therefore only to elucidate the problems and thereby contribute to their solution. The participants were satisfied with the preparation of the Conference and considered that it enabled them to gather valuable information about the issues under consideration.

The preparation included the results of researches undertaken during the last two years by the National Study Groups. The American Group, in particular, did a great deal of valuable work. The Institute filled certain gaps in these investigations by enlisting the services of international experts.

The Committee on Intellectual Co-operation expressed its appreciation of the work of the Conference in collating the most varied information and views on the subjects with which it dealt. It expressed the opinion that the subject adopted for the next Conference, namely, "Economic Policies and Peace," would make

it possible to elucidate, with all the scientific objectivity and accuracy that characterises the Conference, one of the most important topical problems.

The questions which will be considered in connection with this subject are those of reciprocity; regionalism, and autonomy of commercial policies in the modern world, their relations with the problem of national security and their effects on the economic, financial and political relations of States.

The Conference will meet next year at Prague.

#### *Social Sciences.*

(a) *Enquiry into Mechanisation in the Modern World.*—The plan of this enquiry, which was proposed last year, was approved by the Committee on Intellectual Co-operation. The Institute is now taking in hand the preparations for this enquiry. It is getting into touch for this purpose with the National Commissions on Intellectual Co-operation and qualified experts, and has been promised the co-operation of the International Labour Office.

(b) *National Lists of Organisations concerned with Social Sciences.*—As a result of the publication of the List on the Study of International Relations in the United States, the International Committee invited the Institute to ask for lists from as many countries as possible of organisations and institutions dealing either with research or education in the field of the social and political sciences. It asked for research work into the principles and methods of the disciplines pertaining to these sciences.

The first lists are now beginning to be received from the United States, France, Japan, Italy, Czechoslovakia, Belgium and Norway.

The Committee asked the Institute to try to get lists of this sort published in as many countries as possible, and suggested the establishment of a Committee on Social Questions within the framework of the Association for Intellectual Co-operation.

#### *"Conversations."*

The "Conversation" of Buenos Aires last September dealt with "present relations of European and Latin-American civilisation." It comprised eleven European and ten Latin-American writers.

The Paris "Conversation" between July 20th and 23rd, under the Chairmanship of M. Paul Valéry, of the French Academy, dealt with "The Prospect for the World of Letters."

This was the first occasion on which writers and artists, not only of Europe and America

but also of Africa and Asia, took part in a "Conversation."

The "Conversation," which was organised by the Permanent Committee on Arts and Letters, comprised eminent French and other personalities, such as Mlle. H. Vacarescu, Gabrielle Mistral, MM Gilbert Murray, de Reynold, Johan Bojer, Henri Focillon, Paul Hymans, S. de Madariaga, Ugo Ojetti, A. Pavolini, Balbino Giuliano, Strzygowski, S. Wedkiewicz, Thornton-Wildern, Anesaki, F. Garcia Calderon, Huizinga, Li Yu Ying, G. Opreco, Ikuma Arishima, J. R. Bloch, D. Duhamel, Dumont-Wilden, R. Faesi, E. M. Forster, Paul Hazard, Miguel Ozorio de Almeida, Jules Romain, Taha-Hussein, André Roussseau, Stromberg

The problem of "The Prospect for the World of Letters" was considered under three aspects: the writer (his material and moral position), the reader (new habits and needs), language (the new forms that literature might assume, the influence of new means of expression, such as broadcasting, the cinema, etc.).

The discussion on language defined literary language and popular speech and recalled the way in which great prose writers and poets had drawn on the riches of the language spoken by the people.

The discussion on the material conditions of writers, which are in fact decisive for the future of letters, drew attention to the dangers and benefits of patronage. It emphasised the necessity for making sure that men of letters enjoyed economic independence and freedom of expression.

While emphasising the impossibility of defining any general rule, most of the speakers insisted on the urgency of positive action to guarantee the future of writers and of letters. Some speakers suggested the establishment of some public authority, not only of a national but also of an international character, for paying writers and expressed a desire to see Governments concern themselves actively with the need for diffusing books.

As regards the third point of the "Conversation," that concerned with the reader, the discussions drew attention to the need and to the possibility of spreading books among the masses by persistent and reasoned propaganda, as happens in some northern countries, where the taste for reading and for individual libraries is spreading more and more.

#### *Unemployment among Intellectuals.*

Last year the Committee on Intellectual

Co-operation took up this question for the first time. It asked the Institute to collect information on as wide a scale as possible on the real position within the different intellectual careers and to put on its agenda the study of all the proposals made for gradually diminishing unemployment in intellectual professions.

The enquiry is being pursued particularly in the following countries: Argentine, Brazil, Canada, Chile, Colombia, Mexico, Nicaragua, Panama, United States, Uruguay, Venezuela, Austria, Belgium, France, Germany, Hungary, Italy, Poland, Roumania, Sweden and Switzerland.

The Intellectual Co-operation Committee, after taking note of this activity, drew attention to the usefulness of co-ordinating the work of all the organisations concerned with this question under the auspices of the centre established at the Institute. It authorised the setting up of an Advisory Committee comprising representatives of the national bureaux and principal international organisations concerned with this matter.

#### *Teaching.*

(a) *Advisory Committee for League of Nations Teaching.*—The Committee paid particular attention to ways of using modern technical means of popularisation, such as the cinema and broadcasting, in order to make it easier for nations to be informed about each other's respective institutions and civilisation.

In 1936 the Assembly of the League of Nations adopted a resolution asking that these modern means should be used, and putting the question on the agenda of the next session.

In order to facilitate the holding of this discussion the Assembly asked the Committee on Intellectual Co-operation to submit to it detailed proposals.

The Committee, in its turn, asked its Education Commission to make proposals. This Commission drew attention, as regards the cinema, to the importance of the 1933 Convention for the Circulation of Educational Films. It recommended that films of good quality should be produced and that national libraries of films should be established for use in international exchanges, etc. As regards broadcasting, the Commission emphasised the need for ratifying as speedily as possible the Convention on Broadcasting in the Interests of Peace concluded at Geneva in September, 1936. It also emphasised the usefulness of model bilateral agreements, or even of an international Convention for the free passage across frontiers of radio reporters, whose duty it is to inform the

public on the life and institutions of foreign countries. Finally, it asked that the Intellectual Co-operation Organisation should consider how to co-operate with the International Broadcasting Union in the preparation of programmes.

(b) *Higher Education.*—Forty countries were represented at the International Conference on Higher Education which was held at Paris from July 26th to 28th\*. This important meeting, which was summoned by the Institute of Intellectual Co-operation and the Society for Higher Education at Paris, was the outcome of fifteen years of preparatory work by the Intellectual Co-operation Organisation. Its object was to establish international co-operation between universities. The 175 participants were able to make themselves familiar with the work of the Intellectual Co-operation Organisation and with what is being done under the auspices of the International Committee on the subject of Higher Education.

The Conference discussed four groups of general problems. (1) the organisation of institutions for higher education (the university in general, the part it plays in the modern world, the best forms of university organisation; the faculties, modifications of the traditional system of four faculties, interdependence of the different branches of learning, task of institutions, institutions for higher education other than universities; relations between such institutes and universities). (2) the recruitment and the status of the teaching staff, (3) the conditions of admission for students into universities, university education; the future of graduates, (4) university exchanges, facilities for foreign students and professors, the recognition of courses and degrees taken abroad, etc.

(c) *Teaching of History.*—The Assembly of the League expressed the wish that the many States which had approved in principle the declaration on the teaching of history adopted in 1936 should sign it.

In February, 1937, the Secretary-General of the League, in a circular letter to the Governments of both Member and non-Member States, sent a draft declaration completed by certain additional clauses.

The Intellectual Co-operation Committee considered the replies received hitherto and recommended that the Assembly should approve the addition of these clauses, in order to make it easier for States to sign the declaration and to have it registered.

\* See Monthly Summary, Vol. XVI. No. 1 page 347.

*Teaching of Youth.*

The Committee on Intellectual Co-operation, in connection with its review of the work of the Advisory Committee for League of Nations Teaching, engaged in a general discussion on education and on the means of promoting the international spirit in the younger generation.

It was of opinion that the attention of educators should be drawn to these problems, and asked the Committee to study, in particular, the following two points: How to use primary and secondary education so as to develop international understanding and good feeling; how to enable teachers to acquire the necessary experience.

*Intellectual Agreements.*

The origin of these agreements is to be sought in the treaties concluded in the last century and defining the position of foreigners. These treaties also dealt with questions such as compulsory schooling, the equivalent values of degrees and courses of study, etc.

The bilateral intellectual agreements of a general character which were a peculiar feature of the after-war period are about 40 in number.

The Institute has collected most of these treaties in a volume that will shortly appear.

*Exact Sciences.*

(a) *Relations with the International Council of Scientific Unions*—The scientists that have taken part in the work on intellectual co-operation and the presidents or secretaries of scientific societies that have been consulted by the Institute have expressed the opinion that, in order to be effective, the efforts of the two international organisations concerned should be co-ordinated both as regards their programmes and their executive activities.

Conversations for this purpose that began in 1935 have produced an agreement which was submitted last year to the International Committee on Intellectual Co-operation, was approved by the latter and submitted in September, 1936, to the Executive Committee of the International Council of Scientific Societies, which also approved it, subject to final acceptance by its Assembly. The latter will meet in London in April and has instructed its President to sign the agreement in its name.

This document provides for the co-operation of the two institutions. The International Council of Scientific Societies will act as an advisory body for the Organisation of Intel-

lectual Co-operation in the domain of science. On the other hand, the International Council will consult the Organisation on all international matters concerning the organisation of scientific work. The executive organs of the Intellectual Co-operation Organisation will provide the Secretariat for the committees appointed by the Council of Scientific Unions. The President of the latter will take part *ex-officio* in the plenary sessions of the Committee on Intellectual Co-operation that deal with the sciences. A delegate of the Intellectual Co-operation Organisation will take part in the meetings of the Executive Committee of the Council.

The signature of this agreement by Professor Gilbert Murray, President of the Committee of Intellectual Co-operation and by Professor Fabry, the President of the International Council of Scientific Societies, took place on July 9th.

(b) *Meeting of the Executive Committee of the International Council of Scientific Societies and of the Committee of Scientific Advisers to the International Organisation for Intellectual Co-operation.*—The Committee of Scientific Experts adopted its programme of work at a session held from the 9th to 10th July. It decided to devote its attention primarily to the following points: the organisation of scientific conversations; the co-ordination of scientific terminology, the development of scientific bibliography in order to encourage wide diffusion of works edited in a language not widely known; the protection of authors in the interest of science as regards the translation of their works, an enquiry into the organisation of scientific research in different countries; the organisation of small meetings on the following subjects: "Vegetable hormones," "Vitamins," "Nomenclature and terminology of genetics and cytology," "The double layer in electricity"; action for the relief of international scientific institutions that lack resources; the editing of ancient scientific manuscripts; the co-ordination of researches in the determination of physical constants.

The first scientific "conversation" contemplated by the Committee will deal with the "general consequences of the profound changes in physics affecting the principles for explaining natural phenomena."

*Literary and Historic Questions.*

(a) *Ibero-American Collection.*—The second Argentine book, "My Mountains," by Gonzalez, has just been published by this collection. It

will also bring out shortly a work on Chilean folklore, the translation of which is already begun. The Peruvian volume on "Peruvian Traditions" by Ricardo Palma is at the printers. The translation of the third volume "The Half-breed" is ready for the printer.

(b) *Japanese Collection*.—The first volume of the Haikai, by Basho, secured a big success with the critics and the public. The next publications will be "Koshoku-Itchidai Obba," by Saikaku, "The Art, Life and Nature of Japan," by Professor Msaharu Aneaki, and "Kokoro," by Sôseki Natsume.

(c) *American Ethnological and Historic Collection*.—The plan for the ethnographic and archaeological sections of this collection has already been adopted. In the meantime, the Committee learned that various Governments had made clear what they proposed to do in the way of financial assistance. Consequently the Committee, although it does not yet know what sum the various contributions will amount to, considered that work on the first part of this plan could begin.

#### *Art and Archaeology.*

(a) *Draft of an International Convention for the Protection of National Artistic and Historic Treasures*.—The Committee on Intellectual Co-operation had intended to summon a conference for the adoption of a convention on this subject in 1937. But in view of certain difficulties and of the objections made by some particularly important countries, it modified the original draft by limiting the obligation of the contracting parties to objects that belong to the State or to public persons and by not extending this obligation to objects belonging to private persons. But an extended obligation to this effect may be assumed voluntarily.

In the circumstances, the Committee asked the Council of the League to postpone the summoning of the Conference to 1938.

(b) *Protection of Monuments and Works of Art in Wartime*.—This question, which has been discussed since 1932 without any solution having been reached because of the practical difficulties in the way of an international agreement, has once more become painfully urgent in view of events in Spain. It was finally submitted to the International Museums Office, in pursuance of a recommendation of the Assembly in September, 1936.

The International Museums Office accordingly undertook an enquiry which led it to conclude that an international convention would not be

acceptable to States except in so far as it was not incompatible with such military interests as could be foreseen. It considered, however, that certain provisions might be adopted for protecting national artistic treasures by designating a limited number of places which should be strictly neutralised and where the most precious works of art of a district or a country could be stored.

The Committee on Intellectual Co-operation was of opinion that no pains should be spared to safeguard monuments and works of art that might be threatened by international conflicts or internal troubles. For this reason, it instructed its Executive Committee to consider carefully the draft prepared by the experts and, if necessary, to ask the Council of the League to consult States Members and non-Members of the League.

(c) *International Regulations for Antiquities and Excavations*.—The International Conference on Excavations which was held at Cairo from March 9th to 15th, 1937, on the invitation of and with the support of the Egyptian Government, took place within the framework of the Organisation for Intellectual Co-operation and was a continuation of the big International Conferences at Rome, Athens and Madrid, organised by the International Museums Office.

The purpose of the Conference was the exchange of views concerning technical problems of excavation as well as the framing of an international treaty regulating the question of excavations according to the methods applied at the Museographic Conference of Madrid.

The conclusions of the Cairo Conference were embodied in a Final Act divided into five parts: (1) Principles of international legislation, (2) Regulation of excavations and international co-operation, (3) Suppression of clandestine excavation, (4) Administrative organisation, (5) Collection and classification of data on an international scale.

As regards international principles for regulating the treatment of antiquities and excavations, the Committee decided to transmit the text to the Assembly of the League, asking the latter to approve it and to provide for communicating it to Governments both Members and non-Members of the League.

(d) *Folk-Art*.—The Committee on Intellectual Co-operation, in accordance with the desire expressed by the Bureau of the International Committee on Folk-Art, decided to hand over all its work to the Department of Art and Archaeology of the Institute of Intellectual

Co-operation which hitherto had performed only the functions of a technical secretariat.\*

A report is to be submitted annually on the work done. The subjects covered hitherto have been folk music and songs.

(c) *International Centre for Institutes of Archaeology and the History of Art*.—The Directing Committee of the International Centre of Institutes of Archaeology and the History of Art established in 1932 under the auspices of the Paris Institute has adopted the following programme for the coming year: the collection of data for establishing various lists and classifications and the making of a polyglot dictionary of archaeology and artistic terms; co-ordination of research work.

### *Intellectual Rights*

The International Committee on Intellectual Rights had three questions on its agenda: preparation for the revision of the Berne Convention and for the Universal Conference on authors' rights; the collaboration of the Institute represented on the protection of the moral right of salaried intellectual workers to their inventions or discoveries in the domain of applied art; consideration of the present situation as regards the rights of executive artists.

On the first point the Committee expressed the desire for a meeting as soon as possible at Brussels of two Conferences, one dealing with the revision of the Berne Convention, the other with the framing of a universal agreement on authors' rights. The Institute was asked to hold a meeting of experts to make final proposals to this effect. In this connection the Committee on Intellectual Co-operation also asked that the views of the Japanese National Committee for Intellectual Co-operation and of Professor Shotwell on the necessity for encouraging wider cultural contacts, by regulations covering the right of translation should be taken into consideration.

On the other hand, the Advisory Committee of Intellectual Workers of the International Labour Office pronounced in favour of keeping the question of the moral right of salaried artists in the applied arts on their agenda. This right conflicts with certain provisions in labour contracts which deprive the artist of any rights in his inventions and discoveries. Hence what is meant by the protection of the products of applied art as guaranteed by the

Berne Convention, and to extend this if possible to industrial models and designs.

Finally, technical progress by discovering new ways of utilising interpretations of theatrical and musical works has created the necessity of protecting the rights not only of authors but of the artists that execute these works. From the international point of view the desired result could be obtained either by a special convention or by the extension of the Berne Convention.

### *Structure and Working of the Organisation for Intellectual Co-operation*

At its session the Committee for Intellectual Co-operation considered the structure and working of the whole organisation, such as the revision of its rules of procedure; the application of the general rules for commissions; the framing of a statute for the Intellectual Co-operation Organisation; the bringing into force of the International Convention on Broadcasting in the Cause of Peace.

The rules of procedure were modified so as to bring them into accord with those adopted by the League Council on January 24th, 1936, for League Committees, with a request for an amendment as regards the designation of new members.

The revision of the rules of procedure for the Intellectual Co-operation Committee is under consideration, in the light of the recommendations of a Conference of the National Committees for Intellectual Co-operation.

The Committee has drafted a text for the Assembly on the bringing into force of the International Convention on Broadcasting in the Cause of Peace.

### *International Institute for Educational Cinematography*

During 1936 this Institute has endeavoured to secure the application of the Convention for facilitating the international circulation of Films of an educational character. It has also drawn up an international catalogue of educational films and issued a Bulletin.

The Encyclopædia of the Cinema to be published by the Institute will shortly appear in four volumes, comprising 4,000 pages of text and 15,000 illustrations.

The archives of the International Television Centre are already considerable. There are more than 2,000 files on television stations already in operation and full information on all the patents concerning television registered

\* See Monthly Summary, Vol XVI, No. 11, page 347.

in Germany, Belgium, the United States, France, Great Britain, the Netherlands and Italy is available

The Centre publishes a monthly bulletin

which is circulated in Europe and the United States, and is considering how to establish at Rome an experimental laboratory of television and electronic optics.

### III.—ADMINISTRATIVE QUESTIONS.

#### MANDATES.

##### *Extraordinary Session of the Permanent Mandates Commission.*

The Permanent Mandates Commission met in extraordinary session on July 30th at Geneva.

In his opening speech the Chairman, M. Orts (Belgian) defined the task of the Commission as follows —

"I will briefly recall the events which constitute the reason for this meeting

"The disturbances in Palestine started in April, 1936, and lasted until October of the same year. It was in these circumstances that, at its twenty-ninth session, in June, 1936, the Commission informed the Council that it had not been possible to complete the examination of the annual report for 1936, as the accredited representative had stated that he was not in a position to analyse the causes of the unrest which had at that time (1935) already made itself evident in Palestine and still less was he in a position to make any statements that might anticipate the findings of a Royal Commission which the United Kingdom Government proposed to set up. In these circumstances, the Commission examined only part of the report for 1936, reserving the right to revert later to the study of such matters as appeared to it to be connected with the causes, circumstances and significance of the disturbances of 1936. The Commission also expressed the hope that, when peace was restored in the territory, the mandatory Power would furnish it, for the autumn session of 1936, with information as to the disturbances, even if the mandatory Power should not at that time be in a position to define its policy in the light of the conclusions reached by the Royal Commission.

"In September, 1936, the representative of the United Kingdom informed the Council of the appointment of the Royal Commission to investigate the unrest in Palestine, and stated that his Government was not in a position to furnish the Permanent Mandates Commission at its autumn session with the information for which it had expressed a desire. The representative of the Permanent Mandates Commission at the Council drew particular attention to the circumstances which had made it impossible for the Commission to make its examination of the annual report for 1936 as thorough as usual. He also drew the Council's attention to the fact that, unless an extraordinary session of the Commission was convened, it would be a full year before the Council could receive the opinion of its advisory organ in regard to a mandated territory which was engaging general attention. The rapporteur to the Council, in his turn, expressed the hope that order would be re-established as soon as possible in Palestine

so that the enquiry might be brought to a successful conclusion.

"The Council took note of the statements made by the representative of the United Kingdom and by the representative of the Permanent Mandates Commission.

"The Assembly, in a resolution adopted on October 10th, 1936, expressed its profound regret at the disturbances which were going on in Palestine; it also expressed its full confidence in the impartiality of the enquiry instituted by the mandatory Power.

"At its thirtieth session, held in the autumn of 1936, the Permanent Mandates Commission, being anxious not to delay unduly its consideration of the disturbances, decided to hold an extraordinary session to be convened not later than the first week in April, 1937. This decision was approved by the President of the Council in accordance with the usual procedure.

"On January 25th, 1937, the representative of Roumania, rapporteur, informed the Council that the mandatory Power and the Acting Chairman of the Permanent Mandates Commission had agreed that the special session should be convened for May 31st, 1937, in view of the fact that the mandatory Power would not be able to transmit the requisite information before that date. It was stated that at the session in question the Commission would examine not only the Royal Commission's report and the conclusions drawn from it by the mandatory Power, but also the annual report for 1936, which would contain an account of the disturbances. Further, the Commission would complete its examination of those parts of the report for 1936 which had been reserved. The Council took note of this arrangement.

"Although these arrangements appeared to be final, it was once more necessary to yield to the force of events. In a letter dated March 25th, 1937, the Government of the United Kingdom stated that the report of the Royal Commission and the decisions of His Majesty's Government in regard to it could not be submitted for consideration by the Permanent Mandates Commission on the date fixed, namely, May 31st, 1937. The Government therefore suggested that the special session of the Commission should be postponed until the end of July, 1937. This proposal was approved by the President of the Council in agreement with the representative of Roumania, the rapporteur, and by the Acting Chairman of the Permanent Mandates Commission.

"In a letter dated July 6th, 1937, the Government of the United Kingdom announced that copies of the report of the Royal Commission on Palestine, which was to be published in the

United Kingdom on July 8th, 1937, together with the conclusions of the Government on that report, were being communicated to the Permanent Mandates Commission, and that His Majesty's Government proposed to raise the question of Palestine before the Council of the League of Nations at its September meeting. The letter added that the Council would presumably wish to obtain the views of the Permanent Mandates Commission on the whole matter before reaching a final decision. In view of the urgency of the question, the Government of the United Kingdom were anxious that all possible steps should be taken to avoid any unnecessary delay in dealing with it. It expressed the hope that the President of the Council—if necessary, after consultation with his colleagues—would request the Permanent Mandates Commission at once to take into consideration the report and recommendations of the Royal Commission and the statement of policy of His Majesty's Government thereon, in order that it might be in a position to give the Council the benefit of its preliminary views at its September session. Such procedure, the letter stated, would not exclude the possibility of a further reference of the question to the Permanent Mandates Commission after the September Council meeting, should the Council consider this necessary or desirable.

"The President of the Council has consulted his colleagues, with the result that these arrangements have been approved.

"The Permanent Mandates Commission has thus been duly invited by the Council to take into consideration the recommendations of the Royal Commission and the mandatory Power's statement of its policy.

"This is the task to the accomplishment of which the extraordinary session which opens to-day will be devoted."

The following members are attending the meeting of the Commission: M. Orts (Chairman) (Belgian), M. Rappard (Swiss), Mlle Dannevig (Norwegian), M. Giraud (French), Lord Hailey (British), M. Palacios (Spanish), Count de Penha Garcia (Portuguese), Baron von Asbeck (Netherlands), M. Sakenobe (Japanese), and Mr. C. W. H. Weaver, expert appointed by the International Labour Organisation.

The accredited representatives of the United Kingdom as mandatory Power are Mr. W. A. Ormsby-Gore, Secretary of State for the Colonies and Mr. J. H. Hall, former Chief Secretary of the Palestine Government.

An account of the work of the Commission will be given in a forthcoming issue of the *Monthly Summary*.

#### IV.—TECHNICAL ORGANISATIONS.

##### 1. COMMUNICATIONS AND TRANSIT.

##### *Work of the Permanent Committee on Road Traffic.*

The Permanent Committee on Road Traffic held its eleventh session under the chairmanship of M. Nordberg (Finland) from July 5th to 8th at Geneva.

The Committee first dealt with a number of questions relating to road signs.

It recognised that, as regards three colour light signals (green, yellow, red), it was preferable to allow further experience of the three-colour system at present employed to be gained in various countries, before establishing the text of an addition to the Convention on Road Signalling.

As regards the prohibition to overtake, several objections were raised to the principle of the sign as well as to its form. There was a discussion as to how the point on the road at which a prohibition ceases should be indicated. The same question arose in connection with the sign indicating a prohibition to use sound signals. The problem resolves itself into one of what signs shall be used to indicate the points on the road at which prohibitions or instructions

previously indicated become inoperative. The Committee decided that the Secretariat should continue the investigation of the problem as a whole, and as to the two new signs.

The Committee considered a proposal for completing the signs "waiting prohibited" and "parking prohibited" by a device indicating, without possibility of doubt, the limits of the prohibited zone, and recommended that the following system, already in force in certain countries, should be adopted: an arrow pointing in the direction in which parking or waiting is prohibited is placed below the disc. At the other end of the prohibited stretch of road a second sign appears, with an arrow pointing in the opposite direction. Or, as a variation, a single sign might be used with an arrow and a figure to indicate the length of road subject to the prohibition.

The Committee observed that the provisions for the nature and lighting of nationality plates were often disregarded. It expressed the view that steps should be taken to remedy this state of things, and recommended that the attention of Governments and of tourist organisations authorised to issue triptychs and other travelling documents should be drawn to the

desirability of insisting on the strict observance of the rules on these points by those concerned.

The Committee was glad to note that in several countries level crossings had been abolished in the interests of safety. In accordance with the opinion it had expressed on several occasions, it considered that this movement should be encouraged and intensified as much as possible, and that the crossings in the neighbourhood of railway stations should be the first to be abolished.

The work done by the Committee for the Unification of Statistics relating to Road Traffic Accidents was duly noted by the Committee, which proposed that the Advisory and Technical Committee for Communications and Transit should communicate the valuable report of the first mentioned Committee to Governments, requesting them to arrange for statistics on the subject to be compiled on the basis of these recommendations and tables. The eighth International Congress on Road Traffic had placed on the agenda of its meeting, to be held at the Hague in 1938, the unification of road accident statistics, and the Committee pointed out the desirability of drawing the attention of the Congress to the above document which might form a basis for its work.

An exchange of views took place, during which several members of the Committee stated that for the time being it was impossible to introduce in their countries the rule that traffic should keep to the right. But as it was most inconvenient that there should be no uniformity as regards the direction of traffic on the Continent of Europe, the Committee observed that in order to hasten the adoption of the rule that all traffic should keep to the right, it would be desirable that States whose traffic still kept to the left should, in particular when renewing transport material—tramways, motor omnibuses, etc.—take the necessary preparatory steps to enable the change in the direction of traffic to be made with the minimum of expense when the time came. It expressed the opinion that this suggestion might usefully form the subject of a recommendation by the Advisory and Technical Committee.

The Committee paid considerable attention to the simplification of travelling documents, and, in this connection, it examined the proposals of the International Association of Recognised Automobile Clubs for the adoption by all countries of a model of driving licence and national registration card, uniform in regard to external aspect, dimensions, colour, and inscriptions on the cover. According to the pro-

posals, these inscriptions should be in at least two languages, the national language and French, as in the case of Customs *cartes*. Such uniformity would enable countries to recognise the validity of these national documents and would entail the suppression of international driving licences and international certificates for motor vehicles. The Committee adopted a recommendation in favour of this simplification and requested the Advisory and Technical Committee to recommend that Governments should introduce it as early as possible.

The Committee noted the proposal of the Royal Automobile Club of Norway for the institution of a passport for motor vehicles, as a single document that would take the place of the traffic and Customs documents. While recognising the advantage to tourists of the system recommended, the Committee observed that the majority of the Customs administrations of Europe were not at present in favour of it.

Due note was taken of the position as regards signatures and ratifications of, and accessions to the three instruments adopted by the European Conference of 1931, and the Committee associated itself with the recommendation of the International Congress on Tourist Traffic and Health Resorts, held at Paris from June 21st to July 2nd, to the effect that States which had not yet acceded to the International Convention on the Unification of Road Signals should do so, and that those which were already Parties should enforce the Convention strictly.

The representative of the International Association of Recognised Automobile Clubs gave the Committee an account of the Association's work as regards the revision of the International Conventions of April 24th, 1926, on Motor Traffic and Road Traffic, and stated that in a few months he would be able to submit proposals to the Committee. The Committee noted this statement and agreed to study the draft which was to be submitted to it by the Association.

The Committee considered the new claims put forward by motor drivers, communicated to it by the International Transport Workers Conference.

It observed in the first place that, on several points, there was no need to modify the conclusions previously reached by it (medical examination, withdrawal of licences, etc.), and that, while certain other points lay outside its jurisdiction (use of the vehicle as a resting place, construction of garages), it considered the following points: minimum age (eighteen

years) as a condition for obtaining a driving licence; minimum age for the professional use of such a licence; equipment of motor vehicles with devices for ensuring good visibility by removing snow and frost from the wind screen; periodical official inspection of vehicles, chiefly with regard to steering gear, brakes, tyres and chassis; overloading of vehicles; improvement of bends in roads; lighting of main thoroughfares; level crossings; underground or raised passages for pedestrians; special tracks for cyclists; compulsory insurance; statistics. Generally speaking, the Committee was in favour of the various claims and supported a number of them, such as the lighting of main thoroughfares, and underground passages, though it realised that these reforms would be very expensive and that their general adoption could not be recommended at present.

On the subject of commercial motor transport, the Committee decided that the results of the enquiries made by the International Chamber of Commerce, and the Advisory and Technical Committee should be awaited. Meanwhile, it was desirable that the number of bilateral agreements between States on subjects other than triptychs should be increased.

As regards the compulsory insurance of motorists against third party risks, the Committee noted that the very liberal system applied to foreign motorists by certain countries such as Switzerland and Czechoslovakia, was, excellent from the point of view of the motorists' interests; for no formalities or charges were imposed on them. Should certain countries not think fit to adopt this system, the system substituted for it should, at any rate, impose only a minimum of charges and formalities on tourists. The Committee also considered the recommendation made by the Rome International Institute for the Unification of Private Law to the effect that the Permanent Committee should undertake an enquiry and collect statistics relating to the compulsory insurance of motorists. The Committee approved of a plan for this work.

Finally, after a discussion, two rapporteurs were appointed by the Committee, to submit definite proposals before the next session as regards pedestrians in towns and in the open

country. The investigation would also relate to cyclists.

The following members of the Committee attended the session: M. M. Nordberg (Chairman) (Finland), M. C. A. Birtchnell, replacing Mr. P. C. Franklin (United Kingdom), M. Pierre Al. Ghika (Roumania), M. Heinrich Rothmund (Switzerland), M. Vaclav Roubik (Czechoslovakia), M. A. Valsinger (Sweden), M. C. Walckenaer (France).

The following also attended the session: *For the International Association of Recognised Automobile Clubs (I.A.R.A.C.) and for the Central Council of International Touring:* Colonel G. Peron, Secretary-General of the I.A.R.A.C.; *for the International Tourist Alliance:* M. Eric Legrand, Administrator of the Touring Club of Belgium, and M. Robert Hendrickx, delegate of the Touring Club of Belgium; *for the International Federation of Forwarding Organisations:* M. Paul Sauvin, of Messrs. Sauvin, Schmidt & Cie., Geneva; *for the International Chamber of Commerce:* M. L. Delaney, Head of the Transport Section; *for the International Labour Office:* M. E. R. Viala, of the Labour Conditions Section of the I.L.O.; *for the Secretariat:* M. Watier, Secretary-General of the Advisory and Technical Committee for Communications and Transit, Mme Lehmann, Secretary of the Permanent Committee on Road Traffic.

## 2. HEALTH ORGANISATION.

### *Meeting of the Drafting Committee of the Malaria Commission*

A drafting committee was appointed to draw up the Fourth General Report of the Malaria Commission on the present position as regards the use of synthetic medicines in the prevention and treatment of malaria, as compared with the use of quinine. The Committee's third session was held at Geneva from July 20th to 22nd, when the draft report was revised. Before it is finally adopted, it must be approved by the Malaria Commission.

The following attended the Committee's session: Professor Edmond Sergent (France), Chairman; Dr. Andrew Balfour, Director of the Rockefeller Foundation in Greece; Colonel J. A. Sinton (United Kingdom), and Professor Pittaluga, Secretary of the Committee.

## V.—SOCIAL AND HUMANITARIAN QUESTIONS.

### TRAFFIC IN OPIUM.

#### *Work of the Permanent Central Opium Board.*

The Permanent Central Opium Board held its thirty-first session at Geneva from June 29th

to July 2nd, with Mr. Lyall (British) in the chair.

At this session the Board examined the statistics of imports and exports of codeine

and dionine in relation to the estimates for 1936. These statistics are received annually instead of quarterly, as is the case for the import and export statistics for all other substances falling under the *Opium Conventions*.

The Board also made a preliminary examination of the situation in the manufacturing countries in 1936. Whenever the manufacture of a certain drug in any one country appeared to have exceeded the quantity authorised to be manufactured under the terms of the 1931 Convention for limiting the manufacture and regulating the distribution of narcotic drugs, the Board investigated the causes of such excess.

The Board took note of the action taken by its Secretary since the previous session as regards imports in 1937 in excess of estimates. As soon as an excess becomes apparent, either from quarterly import and export returns or from notifications received from exporting

countries, the Secretary of the Board is required immediately to inform the Governments concerned. This action may entail an embargo on the export of the drug in question to the country whose estimates have been exceeded.

In connection with the examination of the Progress Report of its Secretary, the Board discussed the action to be taken with a view to obtaining statistical returns from Governments. M. Kusama, Japanese member, pointed out that one-fifth of the States had not carried out their obligations in this matter.

The Board is considering the question as to which body is qualified to call the attention of Governments to the undertakings entered into by them under the various *Opium Conventions*. One of these stipulates that Governments shall establish a special administration entrusted with the duty of supervising the application of these provisions.

## VI.—PROTECTION OF MINORITIES.

### CONCLUSION OF THE WORK OF THE MIXED COMMISSION AND OF THE ARBITRAL TRIBUNAL IN UPPER SILESIA.

The Germano-Polish Convention on Upper Silesia, signed at Geneva on May 15th, 1922, provided, *inter alia*, for the creation of a Mixed Commission and of an Arbitral Tribunal for Upper Silesia. The Presidents of these bodies were appointed by the Council of the League. The main duties of the President of the Mixed Commission were to see to the observation of that part of the Convention which concerned the protection of minorities. For this purpose he gave opinions on petitions forwarded to him by the Minorities Offices set up under the Convention. The members of the minorities were entitled to address petitions direct to the Council, and also to appeal to that body if

they were not satisfied with the decisions of the Administration in matters that concerned them. The Convention was to remain in force for fifteen years.

During that period the Council had to deal with a number of questions concerning individuals and groups of persons submitted by petitioners from Upper Silesia in virtue of the Convention. Short accounts were given of these matters in the *Monthly Summary*, as and when they came before the Council.

The period laid down in the Convention having expired on July 15th, 1937, the duties of the Mixed Commission and of the Arbitral Tribunal, and the mission entrusted to the Council by the Convention terminated on that date.

## VII.—LEGAL AND CONSTITUTIONAL QUESTIONS.

### I. CONVENTION ON CERTAIN QUESTIONS RELATING TO THE CONFLICT OF NATIONALITY LAWS

As a result of the deposit by ten States of instruments of ratification, and in accordance with their Articles 26 and 10 respectively, the Convention on Certain Questions relating to the Conflict of Nationality Laws, and the Protocol relating to a Certain Case of Statelessness, both signed at The Hague on April 12th, 1930, came into force on July 1st, 1937.

The Convention has so far been ratified or adhered to by . . . Norway, the Principality of

Monaco, Brazil, Sweden, the United Kingdom, Canada, Poland, China, India, and the Netherlands.

The Protocol has been ratified or adhered to by . . . Brazil, the United Kingdom, India, Poland, China, Chile, Australia, Salvador, South Africa, the Netherlands.

\* \* \*

The Convention on Certain Questions relating to the Conflict of Nationality Laws does not attempt to regulate the whole subject of nationality. It recognises that, subject to any

applicable Conventions, international custom and generally recognised principles of law, it is for each State to determine under its own law who are its nationals. It deals with a number of difficulties which frequently arise owing to the differences between the nationality laws of various States, and which produce either the absence of any nationality or conflicts of law resulting from a person having more than one nationality. After laying down a few general principles, the Convention treats successively the following subjects: extradition permits, certain questions connected with the nationality of married women, certain questions connected with the nationality of children, and the effect of adoption on nationality.

## 2 INTERNATIONAL ENGAGEMENTS.

### *Registration of Treaties*

The treaties and international engagements registered by the Secretariat of the League during July include:

A Protocol between Turkey and the Union of Soviet Socialist Republics concerning the prolongation of the Treaty of Friendship and Neutrality of December 17th, 1925 (Ankara, November 7th, 1935), presented by the U.S.S.R.

A Convention between Turkey and Yugoslavia concerning legal protection and collaboration of the judicial authorities of the two countries in civil and commercial matters (Ankara, July 3rd, 1934), presented by Yugoslavia.

Convention on certain questions relating to the conflict of nationality laws, signed at The Hague on April 12th, 1930, registered on July 1st, 1937, following its coming into force in accordance with its Article 30 (ratified by Sweden, United Kingdom, Canada, Poland, China, India, Netherlands; accessions: Norway, Monaco, Brazil).

Protocol relating to a Certain Case of Statelessness, signed at The Hague, April 12th, 1930, Registered following its coming into force in

accordance with Article 14 (ratified by the United Kingdom, India, Poland, China, Chile, Australia, South Africa, Netherlands Accessions: Brazil, Salvador).

A Commercial Agreement between Estonia and Turkey (Ankara, June 6th, 1937), presented by Estonia.

An additional Agreement to the Commercial Convention of August 29th, 1929, between France and Turkey (Ankara, June 15th, 1937), presented by France.

A Commercial Agreement between the United States of America and Salvador (San Salvador, February 19th, 1937), presented by the United States.

A Protocol between Sweden and Yugoslavia regulating commercial transactions (Stockholm, May 14th, 1937), presented by Sweden.

An Exchange of Notes between Austria and the Netherlands, constituting an Agreement concerning immunity from customs taxes of fuel and lubricants used in international air-traffic (Vienna, April 2nd, 1937), presented by the Netherlands.

A Clearing Agreement between Estonia and Turkey (Ankara, June 6th, 1937), presented by Estonia.

A Convention between the Argentine Republic and Brazil regarding intellectual exchanges (Rio de Janeiro, October 10th, 1933), presented by Brazil.

A Convention between the same parties and of the same date, for the revision of history and geography text-books, and

A Convention regarding the exhibition of samples and the sale of national products.

A Declaration between France and Sweden regarding the reciprocal issue, free of charge, of extracts from civil status records (Paris, June 30th, 1937), presented by Sweden.

A Parcel Post Agreement between France and the Union of Soviet Socialist Republics (Moscow, March 9th, 1936), presented by the U.S.S.R.

## VIII.—INTERNAL ORGANISATION QUESTIONS.

### 1 MEETING OF THE COMMITTEE ON

#### CONTRIBUTIONS

The Special Committee on Contributions met in London on July 13th and 14th, with M Hambro (Norwegian) in the chair.

The Committee reviewed the general situation in regard to the payment of contributions. It

examined the position of each State in arrears with its contributions. In some cases it had the benefit of the co-operation of representatives of the States concerned.

The report of the Committee will be forwarded to the Members of the League before the forthcoming ordinary session of the Assembly.

## 2 MEETING OF THE SUPERVISORY COMMISSION

The Supervisory Commission met in Paris on July 9th and 10th, under the chairmanship of M. Osusky (Czechoslovakia).

The Commission considered certain administrative and financial questions on which it will report to the next Assembly.

The meeting of the Commission was attended by: M. Osusky (Czechoslovakia), Lord Meston (India), M. J. Réveillaud (France), M. Parra-Pérez (Venezuela), M. Hambro (Norway), M. B. Stein (U.S.S.R.), M. G. de Ottlik (Hungary), M. de Modzelewski (Poland).

## IX.—NEW LEAGUE PUBLICATIONS.

## I. REVIEW OF WORLD TRADE, 1936.

The Review of World Trade for 1936 has just been published by the League of Nations Economic Intelligence Service. This year's edition contains a general synopsis for 1936 and a comparison of the figures for that year with the years immediately preceding it, and with 1929. Special attention has been paid to recent changes in the distribution of each country's trade (import and export), brought about by variations in competitive power or by new methods of commercial policy.

After a summary of the chief results, sections are devoted to: value and quantum of world trade in the years 1929 and 1936, trade by main groups of articles, trade by continental groups, trade by countries; analysis of the trade of principal countries in 1936; trade in certain staple products; and geographical distribution of trade as influenced by discriminatory measures. Statistical tables are given in three annexes.

The following is a summary of the main conclusions to be drawn from the analysis of the figures for 1936:

(a) The value of world trade in terms of gold increased by not far from 8%; but as the average prices for goods entering into trade rose (for the first time since 1925) by between 2% and 3%, the quantum of trade rose by only about 5% (roughly as much as in 1935), and reached a level 14% or 15% below that of 1929.

The gold value of world trade in 1936 was still only a little over one-third (37.3%) of that in 1929. It continues, however, to increase; in the first quarter of 1937 it was higher than in the corresponding period of 1936 by 18%.

(b) Prices of foodstuffs and raw materials rose by about 5% in 1936, largely on account of increases occurring during the second half of the year; prices of manufactured articles entering into trade, on the other hand, appear not to have shared in the increase, partly because of the devaluation of the currencies of several industrial countries in the autumn. The improvement in the terms of trade of agri-

cultural and mineral-producing countries thus continued.

(c) Judging by the incomplete information available, the quantum of foodstuffs entering into trade remained stable, and the increase in the quantum of world trade was entirely accounted for by industrial raw materials and manufactured articles.

(d) The principal creditor countries—the United Kingdom, the United States and France—increased their share in world imports, but reduced their share in world exports. The shares of debtor countries—Germany and the majority of non-industrial countries—in world imports and exports moved in opposite directions to those of the creditor countries.

(e) Drought in the United States and labour disputes in that country and France contributed to these trade movements. The trade of several countries around the Mediterranean was adversely affected by unfavourable climatic conditions and political disturbances.

(f) To a considerable extent, the geographical distribution of the trade of certain countries was determined, not by the prices prevailing in the import and export markets concerned, but by discrimination rendered possible by commercial policy; in particular this is true of countries applying exchange control.

(g) Nevertheless, the increase in prices of primary products and the readiness with which such products were absorbed by free currency countries increased the competitive power of certain countries with exchange control, and there were some signs of a return of trade into more normal channels.

This very brief summary gives only a slight conception of the great variety of data in the volume, which will be of considerable interest to business men and economists.

In the section dealing with trade by continental groups, it is mentioned that, in 1936, Europe's share in world exports, as well as in total world trade, fell to lower figures than in 1929, the fall being due partly to the abnormal conditions governing the trade of Italy and

Spain. Data are given regarding trade of the Empires, which show, for example, that the share of the British Commonwealth, including colonies, etc., in world trade fell from 27.9% in 1929 to 26.7% in 1931, but has since increased, and amounted to 29.8% in 1935 and to 31.0% in 1936. The rise from 1932 to 1936 in the share of the British Commonwealth in world trade contrasts sharply with the fall in that of the French and Netherlands Empires.

The gold value of United States exports has increased since 1934, but the exceptionally low value of her exports as compared with the year 1929 reflects perhaps the most outstanding change in world trade that has occurred since that year.

## 2. STATISTICAL YEAR-BOOK OF THE LEAGUE OF NATIONS, 1936-1937.

The Statistical Year-book which has just been published gives, as in previous years, a very complete summary of the statistics of the chief demographical, social, economic and financial phenomena. Most of these statistics cover a period of at least ten years, and are brought down to the end of 1936, whilst others include the first quarter of 1937. The tables are arranged in such a way as to facilitate comparison between one country and another in respect of the following subjects:

Territory, population (state and movement of population);

Labour conditions (unemployment, employment, hours of work, wages);

Production (dairy produce, livestock, fisheries, agricultural produce, wood pulp, electricity, chemical products, index numbers of world production of raw materials, industrial production, tonnage launched, etc.);

Transport (merchant shipping, railways, air traffic);

International trade and balances of payments;

International trade and movement of capital (exchange rates, gold and foreign assets reserves, notes in circulation, rates of discount and yield of bonds, bank deposits, capital issues);

Prices (wholesale and retail prices in gold francs);

Public finance (budget accounts, public debt).

By a series of useful changes in the form and content of a number of the tables, this issue of the Year-book contains statistics for countries that do not appear in previous editions, further data—some hitherto unpublished—and a

number of explanatory notes which help to render the information more interesting and easier of comprehension by the reader. These improvements are to be found especially in the statistics of area and population, by sex, of all countries of the world, and those of superphosphates of lime, railway traffic, exchange rates, gold and foreign assets reserves, commercial bank deposits and savings. The table relating to fertility and reproduction contains figures for countries that have not previously been included. In connection with the statistics for artificial silk, further information is given concerning the production of other artificial textile fibres. The chief table on air traffic is completed by a summary of world traffic from 1931 to 1935. That dealing with bond yields has been considerably re-arranged and extended. The same is the case with the table on capital issues, in which a number of new countries appear and the changes in the capital of companies or in their bonds in circulation are mentioned, as well as public issues.

This edition of the Year-book also has five new tables giving the production of cheese, concentrated milk and margarine, and the international figures for employment and trade by categories of commodities, in accordance with the "minimum list" drawn up by the League's Committee of Statisticians.

We will give as an example a few new figures to be found in the Year-book and the conclusions to be drawn from them.

The increase during 1935 of the population of the world—which at the end of that year was estimated at about 2,095,490,000—was rather less than 1 per cent. The number of inhabitants per square kilometre was roughly 5 in Africa, 6.5 in America, 41 in Asia (excluding the U.S.S.R.), 72 in Europe (excluding the U.S.S.R.), 8 in the U.S.S.R. and 1 in Oceania. The following figures show the movement of population in certain European countries:

POPULATION.

Country.	1934	1935	1936
	31 XII.	31 XII.	31 XII.
	(In thousands)		
United Kingdom	46,792	46,942	47,081
France .. ..	41,924	41,906	—
Germany .. ..	66,636	67,105	67,587
Italy .. ..	42,042	42,445	42,818
Poland .. ..	33,382	33,788	34,198
Spain .. ..	24,601	24,849	—

As compared with 1935, there was a general increase of births in 1936 and a small decrease in deaths, but the steady decrease in the birth-rate and the changes in the structure of the population by age groups that result therefrom will, especially in certain thickly-populated countries, cause in the long run a reduction in the increase, a state of equilibrium or even a diminution in the population.

Statistics of unemployment, employment, hours of work and wages (almost wholly supplied by the International Labour Office) and the index numbers of production, trade and transport, show that the improvement in economic activity which began in most countries in 1933, was continued throughout 1936 and at the beginning of 1937.

The following international index numbers give an idea of labour conditions during the past eight years:

Base: 1929=100.

Year.	Unemployment	Employment.	Hours of work
1930	164	92	88
1931	235	83	76
1932	291	75	64
1933	277	78	68
1934	225	85	74
1935	196	88	78
1936	151	93	85

In the United States, the annual average of hours worked per week, which fell from 48.4 in 1929 to 34.9 in 1932, rose to 39.7 in 1936 and, in January and February, 1937, reached 41 and 41.4. The result was an increase in the salaries per hour and decrease in the salaries per week worked, for all classes of workers. In France, where 95% of workers were working at least 48 hours per week in 1929, this percentage fell in March, 1937, to 69.1%—29.2% and 1.7% having worked during that period respectively between 40 and 48 hours and less than 40 hours per week—whilst salaries showed a considerable increase. In Japan, on the other hand, the hours of work were maintained at more than 9 per day, whilst wages, especially those of women, fell on an average 16% as compared with 1929.

According to the world figures of the League's Economic Intelligence Service, primary production which, in 1934, had reached the average for the years 1925 to 1929, and which was 4% above that average in the following year, again increased by 3% in 1936, and was thus 1% above the 1929 level, which was the maximum

before the depression. In 1935, 17% of this increase was due to agricultural products (fodder crops + 13%; tobacco + 10%) and the rest due especially to metals (+ 15%), oil materials (+ 10%), non-metallic minerals (+ 8%), wood products (+ 8%), textile fibre (+ 8%). But rubber fell by 22% and coffee, tea and cocoa by 9% during that year. In 1936, however, the proportion was 94% in favour of non-agricultural products: metals (+ 22%), textile fibre (+ 14%), wood products (+ 13%); wine and hops were lower by 41% and fodder retained its 1934 level.

The world production of gold is steadily increasing. 7.38% in 1934, 10.55 in 1935, and 12.54 in 1936; in this year, it was 78% above the figures for nine years previously. The same is true of world industrial production, which increased by 10.4% in 1935, and again by 15.1% in 1936, thus standing 10.5% above the 1929 level.

The following figures show the annual fluctuations of industrial production in certain countries since 1929:

Base 1929=100.

Period	U.S.S.R.	Japan.	United Kingdom.	Germany	United States.
1930	130.9	94.8	92.3	85.9	80.7
1931	161.3	91.6	83.8	67.6	68.1
1932	183.4	97.8	83.5	53.3	53.8
1933	198.4	113.2	88.2	60.7	63.9
1934	238.3	128.7	98.8	79.8	66.4
1935	293.4	141.8	105.7	94.0	75.6
1936	382.3	151.6	126.1	106.3	88.1

The steady increase in the quantum and gold value of world trade during 1936 and the first quarter of 1937 is seen from the tables on shipping, tonnage of merchant vessels launched, freight rates, goods traffic by rail and international trade. There was a noteworthy increase in air traffic throughout the world. from 1931 to 1935 (figures for 1936 are not yet available), the kilometres flown increased by 71%, and transport was more than three times greater. The economic recovery is also confirmed by the evident rise in prices and the much stronger tone of the capital issue market.

Generally speaking, Government expenditure and budget receipts tended to increase. The public debt of many countries is growing, but this is not a general phenomenon. In certain countries, it tends to be stationary or even to diminish.

As regards exchange rates, statistics for 1936—

1937 indicate a growing instability in international monetary relations at a time when further countries were added to the number of those who have readjusted their currency during the past six years.

### 3. MONTHLY BULLETIN OF STATISTICS.

The July number of the *Monthly Bulletin of Statistics* of the League of Nations gives, in addition to the recurrent tables, information on World Trade, the Central Monetary Gold Reserves of the World, Movements of Clearings, Movements of Prices of certain raw materials and Shipbuilding.

The gold value of World Trade maintained about the same level in May, 1937, as in the two preceding months. As compared with May, 1936, the increase was about 26%.

The visible gold reserves held by central monetary institutions showed a continuous increase during the first half of 1937. The amount held by all countries (with the exception of the U.S.S.R., Italy and Spain, for which no regular information is available) increased since the end of December by 725 million old gold dollars. This figure is somewhat higher than the value of the total gold production of the year 1936. Amounts held by exchange equalisation funds are not taken into account.

At the end of June, 1937, visible gold reserves were higher by 191 million old gold dollars than at the end of May. All movements took place between a restricted number of countries. Increases are to be noted in the U.S.A., 191 million, the Netherlands, 47 million, the United Kingdom, 25 million, Belgium, 10 million, Poland and Yugoslavia, 1 million each.

Losses were borne by France, 73 million, the Union of South Africa, 6 million, and the rest by Canada and the Netherlands Indies.

Prices of certain important raw materials during the last 13 months showed a rapid rise up to the end of March, 1937. According to quotations in London prices of zinc, lead, copper, rubber and wheat were at that date about double what they were in May, 1936. Since the end of March, however, this boom has collapsed, but at the end of June, 1937, prices still remained high in most cases as compared with May, 1936. Wheat was higher by 76%, gas coal by 60%, copper 54%, zinc 49%, lead 45%, iron 44%, rubber 29%, tin 25%, steel 19%, petroleum 14%, wool 9%, steam-coal 8%, and cotton 6%.

The increase in the world's industrial activity is again confirmed by the figures for shipbuilding which are now available for the first

half of 1937. In the world as a whole the tonnage launched during this period was 1,200,000 gross measurement, i.e., 335,500 tons, or 39% more than in the first half of 1936.

For the more important shipbuilding countries the changes in tonnage launched (first half of 1937 compared with first half of 1936) were as follows: Japan +118,600 tons (or 137%), United Kingdom +66,000 tons (18%), Germany +62,500 tons (39.5%), the Netherlands +39,900 tons (86%), U.S.A. +39,600 tons (123%), Sweden +6,100 tons (9%), France +2,600 tons (3%).

The tonnage under construction at the end of June indicates that activity in shipbuilding will go on. In the world as a whole it was 28% greater than at the end of December, 1936, and 48% greater than at the end of June, 1936; it remains, however, still about 7% below the high level reached at the end of 1929.

As compared with a year ago the tonnage under construction in Italy was more than 7 times greater, that of Belgium  $5\frac{1}{2}$  times and that of the U.S.A. and Japan more than double. The increase was 48% in France, 41% in the United Kingdom, 33% in Denmark, 27% in the Netherlands, 22% in Norway, 14% in Germany and 12% in Sweden.

### 4. ANNUAL REPORT ON THE RESULTS OF RADIOTHERAPY IN CANCER OF THE UTERUS.

First Volume: Edited by J. Heyman, Stockholm.

The present volume is the first of a series of annual reports on the results of radiotherapy in cancer of the uterus, which the Health Committee of the League of Nations has decided to issue. The principal object of the reports is to provide a convenient work of reference for those who wish to know, statistically, the results obtained in radiotherapy of the cervix uteri when agreed rules for the compilation of the statistics have been observed.

The preparations for issuing the annual reports have been entrusted to an Advisory Committee consisting of Dr. J. Heyman, Radiumhemmet, Stockholm (Editor); Dr A. Lacassagne, Radium Institute of the University, Paris; Lieut.-Col. A. B. Smallman, Ministry of Health, London.

The Advisory Committee, which is empowered to invite the collaboration of institutes and clinicians throughout the world, recognises that its First Annual Report must necessarily be of an experimental character and serve as a guide for future work. It has consequently restricted

the statements included in the report to those clinics and countries which were associated with the earlier work of the Health Committee.

The First Report is concerned only with cancer of the *cervix uteri*; the question of widening the scope of future reports so as to include, for example, analyses of material relating to the *corpus uteri* and the vagina is under consideration.

In a separate chapter the sources of error in the statistical assessment of the result of treatment are discussed. The chief of these are due to (1) the paucity of the samples for analysis, and (2) the lack of comparability between the clinical material analysed at the co-operating clinics.

In order to meet the difficulty caused by the smallness of the samples, the following procedure has been adopted: For samples containing fewer than 15 cases, percentages are not calculated; for samples containing from 15-100 cases, percentages are printed in ordinary type, and for samples relating to 100 or more cases, in heavy type.

Attention is drawn to the fact that comparability is difficult to secure because of the dissimilar composition of the material at different clinics. Some clinics receive for treatment unselected material; in the case of others a varying degree of voluntary or non-voluntary selection takes place.

It is pointed out that these two sources of error must be reduced to a minimum before it is possible to assert that differences between the results at different clinics are due to differences in the methods of treatment employed.

In comparing the figures given in this first report, the above sources of error should be kept in mind.

The Committee has adopted certain rules

which collaborators are expected to observe regarding cases which should be included in or excluded from the statements

Further, two series of tables and relevant notes have been submitted, aiming at a uniform presentation of the material reported and at a uniform method of calculating the result of treatment. The first series is intended for the annual statements relating to cases treated in 1930, the second for indicating the results obtained at an earlier period.

The collaborators' statements of the results of radiotherapy in cancer of the cervix in 1930 and previous years constitute the main part of the First Annual Report.

Statements have been submitted by:

1. The "Centre des tumeurs de l'Université de Bruxelles," Belgium (contributed by Professor J. Murdoch).
2. The Liverpool Radium Institute, England (contributed by Dr P. Malpas).
3. The Marie Curie Hospital, London, England (contributed by Dr. Elizabeth Hurdon).
4. The Radium Centre for Carcinoma of the Uterus, London County Council, England (contributed by Sir Comyns Berkeley).
5. The "Institut du Radium de l'Université de Paris," France (contributed by Dr. A. Lacassagne).
6. The "Radiumhemmet," Stockholm Sweden (contributed by Dr. J. Heyman).

The Committee takes the opportunity to invite directors of clinics and others interested in this subject to communicate with the Editor (Dr. J. Heyman, Radiumhemmet, Stockholm) with a view to their participation in the future.

The report has been printed in English and French, the official languages of the League of Nations

## X.—FORTHCOMING LEAGUE MEETINGS.

August 26th.—Supervisory Body established under the 1931 Convention on Narcotic Drugs, Geneva.

August 31st.—Advisory Commission on Communications and Transit, Geneva.

September 1st. (?)—Committee on the Study of the Problem of Raw Materials, Geneva.

September 6th. (?)—Economic Committee, Geneva.

September 7th (?)—Permanent Central Opium Board, Geneva.

September 10th.—Ninety-eighth Session of the Council, Geneva.

September 13th.—Eighteenth Session of the Assembly, Geneva.

September 13th.—Supervisory Commission, Geneva

September 14th.—Committee of Jurists on the Falsification of Documents of Value, Geneva

October 7th.—Technical Sub-Committee of the Fiscal Committee, Geneva.

October 8th. (?)—Sub-Committee on Timber Statistics, Geneva.

October 11th.—Fiscal Committee, Geneva.

November 1st (?)—Conference on the International Repression of Terrorism, Geneva.

## PERMANENT COURT OF INTERNATIONAL JUSTICE

### 1. DEATH OF M. HAMMARSKJÖLD, JUDGE.

M. Åke Hammarskjöld, member of the Court, died at The Hague on July 7th, 1937

M Hammarskjöld had been appointed a member of the Court by the Assembly and Council of the League of Nations on October 8th, 1936. He was born at Upsala (Sweden) on April 10th, 1893. After completing his studies—partly abroad—at the University of Upsala, he entered the diplomatic service of his country. He had been appointed Envoy Extraordinary and Minister Plenipotentiary (on the unattached list) in 1930.

During the war he was particularly concerned with questions of international law, especially in the domain of neutrality and in that of international organisation and jurisdiction. Thus he was secretary of the Swedish governmental commission which, in collaboration with similar commissions in other Scandinavian countries, was to prepare the ground for "Swedish participation in the establishment of an international legal organisation after the War"; he was also secretary of the Swedish delegation at the Peace Conference

In 1920, M. Hammarskjöld was invited to join the Secretariat of the League of Nations, in order to take part in the framing of the Statute of the Court in the capacity of member of the "legal secretariat" of the Advisory Committee of Jurists. Subsequently, in the Secretariat, he was mainly occupied with the bringing into force of the Statute, the preparation of the first Rules of Court, and the establishment of the Court at The Hague. He was also secretary of the "Blockade Commission" appointed to study Article 16 of the Covenant.

At the beginning of 1922, M. Hammarskjöld was detailed by the Secretary-General provisionally to act as secretary to the Court. Shortly afterwards the Court elected him as Registrar, to which post he was re-elected in 1929. In this capacity he represented the Court at, *inter alia*, the ordinary sessions of the Assembly of the League of Nations from 1922 to 1936.

Apart from the Court, M Hammarskjöld had also been concerned with questions of international jurisdiction in the capacity of secretary of the German-Danish Commission of Enquiry in the "Igutz-Mendi" case, and of the Anglo-Spanish Commission of Enquiry appointed to examine certain British claims in the Spanish zone of Morocco. He was a mem-

ber of the Permanent Conciliation Commissions between Switzerland and the United States of America, and between Denmark and Turkey.

M Hammarskjöld had also, either as delegate to international conferences or in the capacity of expert, devoted attention to the question of air navigation and to that of the protection of the civil population against aerial and chemical warfare. He had also taken part in the work for the unification of the International Red Cross (1923-1928).

He was elected an associate of the *Institut de Droit international* in 1925, and member in 1936. He had lectured at the Academy of International Law at The Hague, and was *Dr. jur. utr. h.c.* of the University of Berne and *Dr. jur. h.c.* of the University of Stockholm.

M. Hammarskjöld was responsible for the League of Nations publications concerning the Court (1920-1921), and for the Court's own publications (1922-1936). He had also published numerous studies on questions of international law and had collaborated in several works on international law.

### 2. THE MOROCCAN PHOSPHATES CASE (ITALY-FRANCE).\*

The Italian Government filed its written statement on the subject of the preliminary objections lodged by the French Government, in this case, within the limit of time that had been fixed for that purpose. The Italian Government requests the Court to adjudge and declare that the Application of March 30th, 1936, is admissible, in its entirety.

### 3. THE BORCHGRAVE CASE (BELGIUM-SPAIN) †

On June 29th, 1937, that is to say before the expiry of the time-limit fixed for the submission of the Counter-Memorial, the Spanish Government filed a document with the Court entitled "*The Borchgrave Case. Memorial submitting preliminary objections filed by the Spanish Government*".

By an Order made on July 1st, the Court fixed August 2nd as the date of expiry of the time-limit within which the Belgian Government might file a written statement, setting forth its observations and submissions on the Spanish Government's objections.

\* See Monthly Summary, Vol. XVII., No. 4, page 85.

† See Monthly Summary, Vol. XVII., No. 5, page 120.

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NOTE.—The documents whose titles are followed by an asterisk (\*) contain both French and English texts. The documents whose titles are preceded by the sign † are of special importance.





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## I.—SUMMARY OF THE MONTH.

August, 1937.

This year the month of August has been a busy one for the League.

The Mandates Commission held a very important session at which it gave, on the request of the Council, a preliminary opinion as to "the report and recommendations of the Royal Commission of Enquiry" and as to the United Kingdom Government's declaration defining its policy in Palestine.

Arrangements had also been made by the Health Organisation for a Conference of Far Eastern Countries on Rural Hygiene to take place at Bandoeng. This Conference sat from

August 3rd to 13th and made a number of recommendations and suggestions as regards health and medical services, rural reconstruction, sanitation and sanitary engineering, nutrition and measures for combating certain diseases in rural districts, such as malaria, plague, tuberculosis and pneumonia.

On the political side, an application to the Council has been made by the Spanish Government under Article 21 of the Covenant, asking it to consider the situation created by the repeated attacks on Spanish merchant vessels in the Mediterranean.

The Chinese Government has sent to the Secretary-General, for communication to States Members and to the Advisory Committee set up by the Assembly resolution of February 22nd, 1933, a statement of recent events in China and of the conclusions reached by the Government in regard to them.

The Government of Salvador has informed the Secretary-General of its intention to withdraw from the League for reasons of economy.

## II.—POLITICAL QUESTIONS.

### I. APPEAL OF THE SPANISH GOVERNMENT

In a communication from Valencia to the Secretary-General of the League, dated August 21st, 1937, the Spanish Government asked the Council, in virtue of Article 11 of the Covenant, to consider the situation brought about by the repeated attacks on Spanish merchant ships.

In this note, the Spanish Foreign Minister, Al José Giral, stated that during the past weeks several Spanish vessels had been attacked and sunk by Italian warships with considerable loss of life and property. He gave full details as to the manner in which these attacks were carried out and asserted that the facts "constituted a particularly flagrant aggression by Italy against the Spanish Republic." This situation involved "an aggravation of exceptional importance of the state of tension which at present exists in the Mediterranean as a result of the open assistance afforded to the rebels by the Italian naval forces. This aggravation consists not only in the insolent way in which the attacks are made against our ships by the said naval forces, but also in the extension of the zone in which this state of tension exists, so much so that at present the whole Mediterranean from Marseilles and Barcelona to the Dardanelles must be considered as a zone in which at any moment an incident may occur which might produce a general conflagration."

The Spanish Government considered that "such a situation ought to be examined without a day's delay by the Council of the League of Nations in order that an attempt may be made to remedy it before it is too late, and in order that the criminal conduct of the Italian Government in attacking Spanish merchant vessels without provocation should receive due condemnation in the eyes of world public opinion as represented by the League of Nations."

The Spanish Government in its note added that in previous communications it had "drawn attention to the dangers to which foreign intervention in our country exposes European peace. The threat of international war, which was first

As regards the League's technical organisations, a session of the Committee on Communications and Transit began on August 31st. A Committee of Experts has been sitting to study certain financial questions that arose during the last session of the Committee for the Study of the Problem of Raw Materials. The Supervisory Body set up under the Narcotic Drugs Limitation Convention of 1931 has also been in session.

of all made evident in Spanish territory, was later extended to our coasts and is now spreading to more distant parts. This situation obliges the Spanish people to raise before the world a most passionate protest against the criminal action of its aggressors. In denouncing these acts, the Government of the Republic declares its firm intention of using every possible means of defending its rights, thus serving the best interests of the Spanish people and the higher cause of universal peace."

In conclusion, the Spanish Government stated that in laying these facts before the Council and in leaving it to the judgment of the President of that body to take a decision as to the desirability of summoning an immediate extraordinary session, it had performed the duty incumbent on it as a Member of the League.

\* \* \*

The acting Secretary-General sent a telegram on August 24th to all members of the Council asking them to inform him whether they considered that an extraordinary session should be summoned. They were of the opinion that as the date of their next meeting was so near, there was no need to summon an extraordinary session.

### 2 COMMUNICATION FROM THE CHINESE GOVERNMENT.

On August 30th, the Chinese Government sent to the Secretary-General of the League for communication to States Members and to the Advisory Committee set up under the League Assembly's resolution of February 24th, 1933, a statement of events in China from July 7th, when the Lukouchiao incident took place, until the end of August.

At the end of this statement, the Chinese Government draws the following conclusions:

"(1) Japanese armed forces have invaded China's territory and are extensively attacking Chinese positions by land, sea and air, in Central as well as North China. It is thus a case of aggression pure and simple.

" (2) China is exercising her natural right of self defence, the failure of all other means of repelling violence having compelled her to resort to force, which is contrary to China's wish

" (3) Japan's present action in China is the continuation of her aggressive programme started in Manchuria in September, 1931. Japan has now occupied the Peking-Tientsin area and is bent upon extension of her occupation to the whole of North China and domination of other regions in spite of all her assurances that she has no territorial designs on this country. She is attempting to destroy all the work of reconstruction which the Chinese nation has so steadily and assiduously undertaken during the last ten years.

" (4) In thus deliberately disturbing the peace of the Far East, Japan has violated the fundamental principles of the Covenant of the League of Nations. Using war as an instrument of national policy and ignoring all the pacific means for the settlement of international controversies, she has violated the Paris Peace Pact of 1927. Acting contrary to her pledge to respect the sovereignty, the independence and the territorial and administrative integrity of China, she has violated the Nine Power Treaty concluded at Washington in 1922."

\* \* \*

The Committee appointed by the League Assembly's resolution of February 24th, 1933, had as its object to follow the situation in Manchuria with a view to assisting the Assembly in performing its duties and to aiding Members of the League in concerting their action and their attitude among themselves and with non-Member States.

The Committee consisted of representatives of the members of the Committee of Nineteen together with representatives of Canada and the Netherlands. The United States of America and the Union of Soviet Socialist Republics were also invited to take part in its work.

## III.—ADMINISTRATIVE QUESTIONS.

### MANDATES.

#### 1. *Extraordinary Session of the Commission*

The Mandates Commission held from July 30th to August 18th, an extraordinary session, wholly devoted to Palestine.\*

The Commission's Report to the Council is divided into three parts†

The first is devoted to the "preliminary opinion" formulated at the request of the Council on the report and recommendations of the Royal Commission and on the United Kingdom Government's Statement of Policy

\* See Monthly Summary, Vol. XVII, No. 7, page 154.

† This Report should be read in conjunction with the Minutes of the session.

### 3. NOTICE OF WITHDRAWAL BY SALVADOR.

On July 26th, 1937, the Government of Salvador addressed the following letter to the Secretary-General:

"In acceding to the Covenant of the League of Nations the Republic of Salvador was actuated solely by the generous desire to co-operate in promoting the ideas of universal peace which constituted the objects for which that international organisation was created.

Nevertheless, reasons of an economic nature compel my Government to withdraw from the League in the manner provided for in the last paragraph of Article I of the Covenant, in order to give effect to the financial plan which it has undertaken to carry out in the course of the next few years.

"The above decision was taken in a Council of Ministers by a Decree issued on the 23rd of the present month, and I transmit it to the Secretariat for such action as it may have to take.

"(Signed) Miguel Angel Araujo,  
Minister for Foreign Affairs."

On August 10th, the Secretary-General replied as follows:

"I have the honour to acknowledge the receipt of your communication of July 26th, 1937, received at the Secretariat to day, in which you inform me of the intention of the Government of Salvador to withdraw from the League of Nations.

"I have duly notified the Members of the League of Nations of the step you have taken, in application of Article I, paragraph 3, of the Covenant, which stipulates that

"Any Member of the League may, after two years' notice of its intention so to do, withdraw from the League, provided that all its international obligations and all its obligations under this Covenant shall have been fulfilled at the time of its withdrawal."

The second contains the Commission's remarks on the administration of Palestine and Trans-Jordan, and the third its conclusions concerning the petitions submitted to it.

\* \* \*

The following is an analysis of the Report

#### I.—*Preliminary Opinion.*

The Permanent Mandates Commission was given a task that was entirely new to it. There was no longer a question of "examining the annual reports of the Mandatories and advising the Council on all matters relating to the observance of the mandates," as its mission is defined in the Covenant itself, nor of a duty such as that assigned to it by the Council in

1931, of determining whether a mandated territory had reached a degree of maturity justifying its emancipation.

The Commission's task was to express a preliminary opinion "on the intentions of a mandatory Power which proposes to the Council the termination of the mandate it has been carrying out for fifteen years, and which, in support of this proposal, adduces not so much the attainment of maturity by the ward as the difficulties of guardianship."

In the course of the disturbances which agitated Palestine in 1936, the United Kingdom Government appointed a Royal Commission with the following object:

"To ascertain the underlying causes of the disturbances which broke out in Palestine in the middle of April; to enquire into the manner in which the mandate for Palestine is being implemented in relation to the obligations of the Mandatory towards the Arabs and the Jews respectively; and to ascertain whether, upon a proper construction of the terms of the mandate, either the Arabs or the Jews have any legitimate grievances on account of the way in which the mandate has been or is being implemented; and if the Commission is satisfied that any such grievances are well founded, to make recommendations for their removal and for the prevention of their recurrence."

The Royal Commission, after a long and detailed enquiry, reported in July, 1937.

Its conclusions pointed to a radical transformation of the existing regime. Deeming that the application of the mandate had conducted the mandatory Administration to a deadlock, it proposed that either various provisions of the mandate and their interpretation should be amended, or that the mandate should be abrogated and replaced by an entirely new Statute.

Of these two reforms, the second was the one really favoured by the Royal Commission, the first being regarded as a mere palliative.

The second reform, however, involved, besides the abrogation of the present mandate, the division of Palestine into three separate political units. Of these, one, to which the most extensive but least fertile territory would be allotted, would be attached to Trans-Jordan, the whole being made into an Arab State; the second, with a smaller area but comprising the coastal region and the adjacent plain, in which the Jews have their principal agricultural settlements and industrial establishments, was also to be given independence and to be set up as a Jewish State; and the third, within whose narrow frontiers lie Jerusalem and Bethlehem, would be connected to the sea by a corridor and, with

certain other enclaves, would remain, or would be placed once again, under British Mandate.

As soon as the Royal Commission had published its report, the United Kingdom Government, by an official statement also issued in July, 1937, announced that, in its opinion, a plan of partition on the general lines recommended by the Commission constituted "the best and most hopeful solution" of the problem.

Before giving an opinion, the Commission endeavoured to define the principles by which it should be guided. Although the question at issue was its revision, the Palestine mandate remained the centre of the whole of the deliberations. The mandate defines the obligations assumed by the mandatory Power towards the League of Nations, on whose behalf the territory is administered. These obligations themselves are derived from the Balfour Declaration of November 2nd, 1917, and from the provisions of Article 22 of the Covenant, to which the United Kingdom Government, in accepting the mandate, undertook to give effect. The Commission had "never imagined that the mandatory Power might desire to withdraw from these obligations."

Accordingly, the following statement, made on behalf of the mandatory Power by Mr. Ormsby-Gore, Secretary of State for the Colonies, on July 30th, 1937, did not cause the Commission any surprise: "An endeavour must be made to consider how best to formulate some scheme for the better Government of Palestine in accordance with the spirit of the Covenant of the League and of the Balfour Declaration."

The Commission therefore considered that its duty was to facilitate the performance of the Council's task by formulating, on the basis of available information, its views on the desirability of maintaining the existing mandate, and by showing, so far as possible, the advantages and drawbacks of the various systems which might be contemplated as providing a solution of the problem.

It therefore confined itself to formulating, in general terms, certain conclusions which in its view would constitute the "preliminary opinion" asked for by the Council.

In this opinion it observes that the mandatory Power, finding, as the outcome of a lengthy experience, that the aspirations of the Arabs and the Jews in Palestine were constantly growing more irreconcilable, hoped that, by dividing the territory between them in accordance with the general views of the Royal Commission, it would be possible to establish a

regime more in accordance with justice and less opposed to the conflicting interests at issue.

As the Commission says, although the obligations of the mandate have not appeared to be irreconcilable, the aspirations of Arabs and Jews in Palestine have constantly clashed ever since the mandate was established.

It adds :

" It is equally clear that this inevitable antagonism was accentuated and exasperated by circumstances which could not be foreseen twenty years ago. The growth of a jealous and overweening nationalism is one of the post-war phenomena which has not been confined to one part of the world or to a few peoples. Moreover, in the case of the Arabs of Palestine, the full political emancipation achieved in turn by their neighbours to the east, south and north could not but arouse their impatience to free themselves from foreign guardianship. . . . As regards the Jews, the anti-Semitism to which they were increasingly subjected in parts of Europe where, in the past, they had found a larger measure of hospitality, naturally intensified their desire to escape persecutions or vexations, thus multiplying the number of those who expected of Palestine both the material salvation and the moral satisfaction which they were refused elsewhere.

" These circumstances were assuredly not of a nature to facilitate the administration of Palestine under the mandate system. The very success of the Zionist experiment—some 350,000 immigrants in seventeen years, prosperous agricultural, industrial and commercial undertakings, and public finances whose revenue surpluses were due to this very development—aroused the hostility of the chiefs of the Arab movement and even tended to alarm a mandatory Power which was anxious to maintain good relations with the Moslem world.

" The disturbances of 1936 showed how widespread and intense was the hostility of the Arabs to Jewish immigration, and the repressive measures perforce taken by the mandatory Power only added to its doubts of the possibility of applying the mandate without resorting to the constant use of force. No one questions the difficulties which are inherent in the application of the mandate. They explain to some extent the mandatory Power's attempt to keep the balance between the opposing aspirations of the two elements of the population, and also certain fluctuations in its policy. These fluctuations helped to encourage the Arabs in the belief that by resorting to violence they could succeed in stopping Jewish immigration. . . .

" However this may be as regards the past, when a more consistent policy, even if it could not stifle at the source the antagonism between Arabs and Jews, might at least have prevented the outbreaks of violence which it had provoked, one point is quite clear to the Commission. The present mandate became almost unworkable once

it was publicly declared to be so by the British Royal Commission speaking with the twofold authority conferred on it by its impartiality and its unanimity, and by the Government of the mandatory Power itself "

" The Commission therefore considers that it is worth while to continue the examination of the advantages and drawbacks of a new territorial solution. It appears quite natural and legitimate that the mandatory Power, rightly anxious to give satisfaction to the conflicting aspirations of Arabs and Jews in Palestine, and having failed to do so by the institution of a common administration for the whole territory, should be empowered to contemplate in some form or other the establishment of a regime in which these aspirations would each be satisfied in a part of the territory.

" This satisfaction cannot of course be complete. For the Arabs, any partition must necessarily involve the abandonment of a fraction of what they consider to be their hereditary patrimony. For the Jews, it could involve, together with a restriction of the scope of their national home, already limited as they allege by the exclusion of Trans-Jordan in 1922, a fresh reduction in its capacity of absorbing population.

" It is clear that, with whatever wisdom and justice the frontiers may be fixed, this operation will come in conflict with the same contending aspirations as those to which the mandatory Power attributes the failure of its mandatory regime. In carrying out such a delimitation, it would of course be remembered that the individual sufferings that might be involved by political submission to foreign masters would probably be the same for all, and that they could be attenuated or aggravated by the degree of tolerance shown by the new masters, and by the economic regime established by them. But it should also be remembered that the collective suffering of Arabs and Jews are not comparable, since vast spaces in the Near East, formerly the abode of a numerous population and the home of a brilliant civilisation, are open to the former, whereas the world is increasingly being closed to settlement by the latter.

" If the partition scheme should be applied, its success would depend more on its effect on the relations between Arabs and Jews than on the territorial solution adopted "

The Commission adds that it would be failing in its duty if it did not draw the Council's attention to the delicate problem of the transfer of populations from one territory to the other which might be necessary if there was a partition.

As regards the proposal to withdraw the Holy Places from the domination of Arabs and Jews and place them under a special regime, the Commission thinks that such a step could not but be of advantage to general peace,

provided that this regime was based on Article 28 of the present mandate.\*

As it had only to give a "preliminary opinion," the Commission did not go more closely into the scheme proposed by the Royal Commission.

While declaring itself favourable in principle to an examination of a solution involving the partition of Palestine, the Commission is nevertheless opposed to the idea of the immediate creation of two new independent States. Such States would be likely to find it difficult at the outset to comply with the general conditions for the emancipation of a mandated territory, laid down by the Commission and approved by the Council in 1931. Could either of them from their inception be provided with a "settled government and administration capable of maintaining the regular operation of essential government services"; would they be "capable of maintaining their territorial integrity and political independence"; would they be able "to maintain the public peace throughout the whole territory"; would they "have at their disposal adequate financial resources to provide regularly for normal government requirements" or "possess laws and a judicial organisation which will afford equal and regular justice to all"?

The Commission therefore considers that a prolongation of the period of political apprenticeship constituted by the mandate would be absolutely essential both to the new Arab State and to the new Jewish State.

This apprenticeship might be carried on in one of two forms (1) "provisional cantonisation"; or (2) two mandates.

As regards the first of these alternatives, the Commission envisaged the possibility of the co-existence of two States, which

"while enjoying a very wide measure of internal autonomy, might be provisionally united under a regime analogous to that rejected by the Royal Commission under the name of 'cantonisation.' Each of the two Cantons would be free to organise itself as it wished, provided that it adhered to the principles underlying any form of good government and, more particularly, that it respected the rights of subjects of the other Canton settled in its own territory. Common matters such as defence, foreign affairs, and probably also customs policy, would be in the hands of a body on which

both parties would be 'equally represented, and which would be presided over by the mandatory Power. It would not necessarily be open to subjects of one canton to settle in the territory of the other, for the two cantons should from the outset have the right to regulate immigration as they thought fit."

As regards the second possibility, the Commission suggests that

"the two new entities resulting from partition might become fully independent of one another, but that each might remain under a mandate until such time as it had given sufficient proof of its ability to govern itself. The proper moment for granting self-government would not necessarily be the same for both States."

Such in brief is the Mandates Commission's "preliminary opinion." The considerations on which it is based were explained at some length during the discussions, the minutes of which are to be regarded as "an integral part of the present report."

Being desirous of stating frankly its views in regard to the policy followed by the United Kingdom Government, the Commission expresses itself in its report as follows:

"As for the mandatory Power itself, the concern with which it has for nearly twenty years sought to appease the antagonistic feelings prevailing in Palestine must awaken in any man of goodwill a degree of admiration all the higher in that it was exercised in a world in which ruthless violence often stills the voice of humanity. Let the Jews, who all too often, and without justification, show impatience at the delay and hesitation which the mandatory Power has felt compelled to bring to the building-up of their national home, ask themselves whether there is any other nation by which they have been so little persecuted and to which, for generations past, they owe so many benefits. Let the Arabs, whose opposition to what is nevertheless a measure of higher justice which cannot be carried out without a sacrifice from their side can be readily understood, remember the origin of their national emancipation. Without British efforts, certainly, there would have been no Jewish national home; but also there would have been, on the threshold of the twentieth century, no independent Arab States."

## II. Administration of Palestine and Trans-Jordan.

(a) *Palestine.*—In a general observation the Mandates Commission gives a brief statement on the preliminary signs of growing tension that preceded the disturbances of 1936. These were:

"(a) The deep impression made in Arab circles by the very great increase in the number of Jewish immigrants, which exceeded by several thousands the large number of immigrants in 1934;

\* Article 28 relates to the arrangements to be made in the event of the termination of the mandate, with a view to "safeguarding in perpetuity, under guarantee of the League," the existing rights as regards the Holy Places and access thereto, and with a view to securing that financial obligations incurred by the administration of Palestine shall be fully honoured.

"(b) A violent Press campaign and inflammatory speeches at political meetings ;

"(c) A rapprochement at the end of 1935 between all the Arab parties except one ,

"(d) The agitation among both Jews and Arabs regarding the new scheme for a Legislative Council ;

"(e) The deep disappointment felt by the Arabs in February, 1936, in consequence of the debates on this scheme in the British Parliament, though that disappointment was mitigated, at all events for the less extreme of the Arabs, by the invitation they received subsequently, from the Secretary of State for the Colonies to send a delegation to London "

The Report then gives a short statement on the course of the disturbances and observes that the aggression was started by the Arabs, and that, in general, the Jews resorted to acts of violence only in self-defence. The movement was deliberately directed against the establishment of the Jewish National Home and against Jewish immigration in particular—in short, against the mandate.

The Commission fully recognises the difficulty of preventing disturbances. It is not convinced, however, that it would not have been possible to adopt more decisive measures at an earlier stage with a view to putting down the armed resistance. It notes that by the middle of June, considerable military reinforcements had arrived from Malta and Egypt, and it is inclined to ask whether the mandatory Power should not from that moment have taken steps to institute martial law, a measure which it did not take until the end of September.

The Commission appreciates the reasons which led the mandatory Power to refrain from taking severer measures, but it is not sure whether, in view of the conditions obtaining in Palestine, the obligation to suppress disorders should not have taken precedence of all other considerations.

In consequence, it attaches the highest importance to the declaration contained in paragraph 5 of the Statement of Policy of the United Kingdom Government to the effect that,

"... pending the establishment of such a scheme (scheme of partition on the general lines recommended by the Royal Commission), His Majesty's Government have no intention of surrendering their responsibility for peace, order and good government throughout Palestine. . . If serious disorder should again break out, of such a nature as to require immediate intervention, the High Commissioner will delegate powers in respect of the whole country, under the Palestine (Defence) Orders in Council, to the General Officer Commanding the military forces."

In its Special Observations, the Mandates Commission refers to the mandatory Power's decision to reduce Jewish immigration temporarily, as from August 1st, 1937, to 8,000 persons for the next eight months. The Commission does not question the advisability and lawfulness of such a step, but feels bound to draw attention to the departure from the principle sanctioned by the League Council that immigration is to be proportionate to the country's economic absorptive capacity.

(b) *Trans-Jordan*.—The Commission noted that order had been maintained in 1936 without undue difficulty and further observed that if disorders of the kind experienced in Palestine should occur in Trans-Jordan, the mandatory Power would probably have to secure reinforcements for the police force from outside. It expressed the hope that notwithstanding the limited resources of the Trans-Jordan budget, it might be possible to develop further the public health services. It also noted that despite the fact that the administrative structure of the territory was still undeveloped, it had never been possible to balance the budget without large yearly subsidies from the mandatory Power.

### III. *Petitions.*

The Commission considered a number of petitions concerning the repression of the disturbances, Article 22 of the Covenant ; the terms of the mandate ; the mandatory Power's policy, the scheme for a Legislative Council ; the system of economic equality, the development of the Jewish National Home, etc., and found that it was not called upon to forward special observations to the Council on any of these petitions.

#### 2. *Thirty-first (Ordinary) Session of the Commission*

The Mandates Commission held its thirty-first ordinary session from May 31st to June 15th, and considered the annual reports from Tanganyika, Cameroons and Togoland under British mandate, South West Africa, Nauru and New Guinea. It also dealt with the question of the frontier between Tanganyika and Mozambique and further examined two petitions, one from Syria and one from New Guinea.

\* \* \*

#### I *Frontier between Tanganyika and Mozambique*

The Commission studied the documentary material submitted to it in accordance with the Council Resolution of January 22nd, 1937\*.

\* See Monthly Summary, 1937, Vol. XVII, No. 1, Page 11.

and heard the explanations of the accredited representative of the mandatory Power for Tanganyika

It noted, in particular, that the object of the Agreement of May 11th, 1936, between the United Kingdom and Portugal with regard to the delimitation of the frontier between Tanganyika and Mozambique was to define the boundary more clearly and thereby to put an end to an undesirable state of uncertainty. The Commission informed the Council that the material placed before it contained nothing which would justify it in affirming that the Agreement was incompatible with the interests of the mandated territory.

## *II. Observations on the Administration of the Territories under mandate, Tanganyika.*

The Commission took note of the accredited representative's statement, to the effect that the mandatory Power attached no political significance to the issue of a common postage stamp for Tanganyika, Kenya and Uganda.

It noted that the mandatory Power had not found any reason hitherto for introducing tariff legislation in the territory to permit discrimination between those States which are and those which are not Members of the League of Nations and that no change was contemplated in this connection. It asked that the next annual report might state whether or not the mandatory Power considered itself legally obliged to apply the rule of economic equality to imports from non-member States.

The Commission was gratified to learn that the mandatory Power had been successful in securing most-favoured-nation treatment for the products of Tanganyika from a great number of States.

The Commission noted the increasingly favourable situation of the territory, particularly as regards the railways, and asked for a full statement concerning the proposed imposition of a non-native income tax; it noted also that it was not intended to make a contribution from the Tanganyika budget in connection with the proposed fortification of the port of Mombasa (Kenya)

In view of the continuance of an increasingly favourable trade balance, the Commission asked that next year a statement might be furnished of the measures contemplated for giving the natives a greater share in the prosperity of the territory

In the matter of labour, the Commission noted

the accredited representative's statement that financial provision had been made for the re-establishment of a separate organisation to deal with labour, and expressed the hope that an effective and specialised labour service might again be set up. The Commission was struck by the evidence in the report as to the continuance of low rates of wages for native labour in spite of the marked rise in prices; it asked that the next report might contain particulars of the wage policy adopted by the mandatory Power. The Commission also noted the statement of the mandatory Power that the previously unsatisfactory conditions under which the natives were employed in the Lupa goldfields area had shown signs of improvement and that various measures had been taken with this object. It expressed the hope that such further measures might be taken as would effectively and rapidly put an end to the conditions in question.

The Commission noted with satisfaction that it was intended to increase expenditure on native education and expressed the hope that a further substantial improvement might be made. It also expressed the hope that it might be possible to develop higher agricultural training.

As regards the liquor traffic, the Commission noted that measures had been taken to control the importation of methylated spirits with a view to the regulation of manufacture and sale. It asked for particulars as to the results of the measures taken

Lastly, as regards land tenure, the Commission desired an account of the measures taken to protect native interests in connection with the scheme for white settlement in the Southern Highlands Province of Tanganyika.

## *Cameroons and Togoland under British mandate.*

The Commission took note of the statements of the accredited representatives to the effect that the mandatory Power is of opinion that States which are not members of the League cannot claim economic equality for their goods imported into a mandated territory, either under the terms of the mandates or under Article 22 of the Covenant and that such States can only claim equal treatment for their imports by virtue of agreements concluded to this end with the mandatory Power. It also noted that the mandatory had at present no intention of inviting the authorities concerned to promote legislation which would deprive States not Members of the League of the economic equality which in fact they now

enjoy in territories under United Kingdom mandate. In this connection, the Committee again asked to be informed whether the exports of the mandated territories enjoy reciprocity under the commercial regime in force between them and the States in question

(a) *Cameroons under British mandate.*

According to the annual report, a number of hamlets in the Gashaka district of the Territory have been transferred to the Benne province in Nigeria. The Commission said that it would be glad to receive an assurance that, despite the use of the word "transfer," this operation had not resulted in any change in the status of the district or of its inhabitants.

It noted that the mandatory Power was prepared to begin the demarcation of the eastern frontier of the territory on November 1st, 1937, and trusted that the work would be taken in hand and carried through without further delay.

Furthermore, the Commission expressed the hope, as it had done last year, that it might be possible to accelerate road building, the present inadequacy of the road system being prejudicial to the good administration of the territory in general and of the northern areas in particular. In the matter of labour, it was glad to note that an inquiry is to be instituted into the practice of paying a part of labourers' wages in credit notes on company stores and said that it would await the result with interest.

The Commission felt concern at the appreciable increase in the importation of alcohol into the southern areas; it was confident that the mandatory Power would closely supervise importation so as to determine whether a stricter control of the trade in spirits was necessary.

(b) *Togoland under British mandate.*

The Commission noted with satisfaction the information supplied in the report and amplified by the accredited representative, on the evolution of the system of indirect rule in the northern section of the territory and on the zeal, initiative and sense of public duty of the native authorities

As regards public finance, it welcomed the information on the satisfactory results of the system of direct taxation and of the native treasuries in the northern section.

The Commission again expressed the hope that it might be possible to obtain approximate figures or at least an estimate of the imports passing over the western frontier of the territory. It also asked for information regarding the

sources of imports into and the destination of exports from the territory.

As regards land tenure, the Commission wished to know to what extent land in the southern section had been sold or leased to "stranger natives" and what precise measures, if any, the Administration had taken in practice to control land transactions, in accordance with Article 5 of the mandate

The Commission was again concerned at the increased consumption of spirits by the natives of the southern section and expressed the earnest hope that proper measures might be taken with a view to exercising a stricter control.

*South West Africa.*

The Commission noted that the mandatory Power "is of opinion that to administer the mandated territory as a fifth province of the Union subject to the terms of the mandate would not be in conflict with the terms of the mandate itself;" also that the mandatory "feels that sufficient grounds have not been adduced for taking such a step" In this connection, it stated that it did not express any opinion as to a method of administration the scope of which it had had no opportunity of judging and the adoption of which, according to the statement of the mandatory Power, was not contemplated, and that it confined itself to making all legal reservations on the subject.

Having felt some concern on perusing the report of the "South West Africa Commission," it desired to be informed in the next annual report whether the Government of the mandatory Power had taken any further action on the findings of that Commission, more particularly in the matter of native administration.

The Commission noted with satisfaction the accredited representative's statement that the relations between the different sections of the European community had improved. Having learnt, however, that certain measures restrictive of the political activities of the European population had recently been taken, it expressed the hope that it might be possible for the mandatory Power to report next year a substantial development in good relations and whole-hearted co-operation between the various sections of the population

The statement was noted that the mandatory Power would place in a suspense account the full amount of the loans made by it to the territory before March 31st, 1937, and that the territory would be relieved of all payments on such loans until its finances improved sufficiently

to allow of payments being made. It was also noted that the debt shown in the suspense account would be increased from year to year by the interest thereon. In this connection, the Commission would be glad to know whether the mandatory Power has found it possible to take action on the findings of the South West Africa Commission.

Having learnt that, in certain cases, the activities of missions tended to disrupt tribal law and customs and thereby create difficulties for the Administration, the Commission expressed the hope that the latter might succeed in supervising these activities in such a way as to avoid all danger, and to establish closer co-operation between itself and the missions.

The Commission was again concerned at the inadequacy of the education afforded to the natives, and in particular at the difficulties in the way of obtaining suitable teachers.

#### *Nauru.*

Information was asked for regarding worked-out phosphates land which was not returned to the natives, and also as to the use the natives make of worked-out land returned to them.

The Commission said that it would follow with interest the efforts made by the Administration to encourage the natives to grow food crops.

#### *New Guinea.*

The Commission noted that there were two classes of "uncontrolled areas," in one of which the Administration exercises some measure of influence, while the other entirely escapes its influence, and said that it would like to have in the next report, precise information as to the difference between the two classes of "uncontrolled areas." It desired, in particular, to know what non-natives are in principle and in

practice authorised to enter the first class of areas and under what conditions such authorisation is granted. It wished also to be assured that no private activities of any kind by non-natives would be allowed in areas in which the Administration—which is responsible for the incidents to which premature contact between foreigners and natives may give rise—is not in a position to exercise real and effective control.

The Commission also stated that, without under-estimating the difficulties connected with the construction and upkeep of roads in a hilly and thickly-wooded country such as New Guinea, it felt sure that the mandatory Power would realise the desirability of accelerating road construction as a means of extending the Administration's influence and of assisting the economic development of the territory.

The Commission was concerned at the possibility that the numbers of native labourers recruited in certain districts for employment away from their villages might be such as to endanger the economic and social life of the native communities, and would be glad to find in the next report detailed information as to the methods now employed to avert this danger.

#### *III Petitions*

Two petitions were considered, one relating to Syria and the other to New Guinea. As regards the second, the Commission, in its conclusions, expressed its regret at the events which had occasioned the petition. As the latter dealt among other things with the general problem of the admission of non-natives to areas which are not yet under the control of the Administration, the Commission referred to the observations submitted by it to the Council, in connection with its report on the administration of this territory.

### IV.—TECHNICAL ORGANISATIONS.

#### *I. HEALTH ORGANISATION.*

##### *Conference of Far Eastern Countries on Rural Hygiene*

The Conference of Far Eastern countries on Rural Hygiene was held at Bandoeng from August 3rd to 13th, 1937, under the presidency of Dr Offringa, appointed for the purpose by the League Council last May.

The Governments of the following countries were represented: British North Borneo, Burma, Ceylon, China, Fiji and Southern Pacific, Hongkong, India, French Indo-China, Japan, Malaya, Netherlands Indies, Philippines and Siam.

The Civil Service of the Netherlands Indies, the Royal Association of the Amsterdam Colonial Institute, the Rockefeller Foundation, the Central Statistical Bureau of Batavia, the Far Eastern Association of Tropical Medicine, the Rome International Institute of Agriculture and the League of Red Cross Societies, Batavia, sent observers.

The inaugural meeting of the Conference was opened by the Governor-General of the Netherlands Indies, Jonkheer T. van Starckenborgh Stachouwer.

After hearing statements from the heads of the chief delegations, the Conference divided up its

work among five committees, which dealt respectively with the following subjects :

First Committee—Health and Medical Services (Chairman Dr J. L. Hydrick, Netherlands Indies) ;

Second Committee—Rural Reconstruction (Chairman Sir Mirza M. Ismail, India) ;

Third Committee—Sanitation and Sanitary Engineering (Chairman Dr. R. D. Fitzgerald (Malaya) ;

Fourth Committee—Nutrition (Chairman M. Vinay, French Indo-China) ;

Fifth Committee—Measures for combating certain diseases in rural districts (Chairman Professor de Langen, Utrecht).

The report addressed by the Conference to the Council and Assembly of the League for communication to Governments contains five chapters, corresponding to the subjects dealt with and the conclusions reached by the five committees.

\* \* \*

The following is a short analysis of the recommendations of the Conference :

#### 1. *Health and Medical Services.*

The Conference recommended that Governments should survey all factors affecting public health in certain selected areas and suggested that to assist them in this work and in the preparation of draft schemes for the areas selected, the League's Health Organisation should collect and distribute suitable documentary material. Further, in order to ensure uniformity, which is essential if data are to be subsequently compared, the Organisation should be requested to maintain contact with the investigating countries throughout.

Arrangements should be made through the medium of the Eastern Bureau for an exchange of plans and for a discussion between investigators from different countries. Similar meetings should be arranged in the subsequent course of the work and, at its termination, advantage being taken of the sessions of the Advisory Council of the Eastern Bureau.

#### 2. *Rural Reconstruction.*

The Conference entrusted the League with the collection and publication of available information regarding successful examples of rural reconstruction in different countries and suggested that such information be collected by a special group of persons who would visit various countries and make a particular study of Rural Reconstruction Centres.

#### 3. *Sanitation and Sanitary Engineering.*

The Conference suggested a study of fly control, under the auspices of the League's Health Organisation, and its integration with similar investigations recommended by the first European Conference on Rural Hygiene.

#### 4. *Nutrition.*

On this subject, the Conference made several recommendations and suggestions and submitted them to Governments in the hope that they would inform the League of institutions which agree to co-operate in carrying out investigations of the type outlined.

It further suggested that progress reports on the investigations should from time to time be sent to the Health Organisation, and recommended that this part of its report should be submitted to the League's Technical Committee on Nutrition, and that the Health Organisation should undertake to establish contact between the Technical Committee and nutrition workers in the East.

#### 5. *Measures for combating certain diseases in rural districts*

In adopting the recommendations of the Committee that dealt with this question, the Conference suggested action by the Health Organisation in regard to malaria, plague, tuberculosis and pneumonia.

(a) *Malaria.*—The Conference emphasised the value of the international courses on malariology held at Singapore under the auspices of the League's Health Committee, but thought it preferable that only officers experienced in malaria work should be sent to these courses.

The Health Committee might also consider the possibility of holding a concurrent course for anti-malaria engineers at the same time and place, and of arranging for a week's round-table conference each year, in which members of the League's Malaria Commission resident in the East might usefully take part, for the dual purpose of advising the Malaria Commission on studies and problems in the East, and of comparing the conclusions drawn from any investigations undertaken by or through them on behalf of the League.

The Conference welcomed the proposal, contained in the Health Committee's three-year plan, for the holding of an intergovernmental Conference on anti-malaria drugs not earlier than 1939. This Conference would examine the following problems: present production as compared with world requirements; cost of production and market prices; cost of a plan

of coordinated methods of treatment and prevention by the administration of drugs; methods of distribution.

(b) *Plague*.—The Conference thought that the attention of the Advisory Council of the Eastern Bureau should be drawn to the need for applying measures of supervision to rail, motor and other forms of land transport. Also that Governments should forward to the Eastern Bureau, for distribution to other administrations, any plans or designs for the rat-proofing of dwellings and other buildings.

It emphasised the great advantage of the interchange of technical information between administrations, in regard to rendering uniform statistics of mass vaccination in plague-infested areas, and also in regard to the standard methods and techniques of vaccination with non-virulent live vaccine.

(c) *Tuberculosis*.—The Conference also recommended that plans drawn up by the Governments of Eastern countries for an anti-tuberculosis campaign in rural districts should be sent to the League's Eastern Bureau for communication to other administrations, and that the question be placed on the agenda of the 1939 session of the Bureau's Advisory Council.

(d) *Pneumonia*.—No general plan of campaign against pneumonia has yet been drawn up, and since the drafting of such a plan can be entrusted only to a body of experts including physicians, bacteriologists and administrative officers, all fully acquainted with tropical conditions and possibilities, the Conference considered that the Advisory Council of the Eastern Bureau should be requested to take steps for convening such a body and communicating the results of the meeting to all Governments in the East.

\* \* \*

The Conference considered that the progress achieved in various countries might with advantage be examined periodically, and recommended that the Rural Hygiene Conference should meet again five years hence. At this meeting, suggestions might be offered in the light of experience gained in the interval.

Finally, it emphasised the importance of ensuring that some action be taken on its resolutions and, in particular, that its proposals for technical investigations should be referred to the competent organisations of the League.

## 2. ECONOMIC AND FINANCIAL ORGANISATION.

### *Raw Materials.*

A group of experts met on August 26th under the chairmanship of M. Pospisil (Czechoslovak),

who is a member of the Committee for the Study of the Problem of Raw Materials and Chairman of the Financial Committee, to study certain points raised during the discussion in the second session of the Raw Materials Committee.

The experts considered various proposals for the financing of purchases of, and for the resumption of trade in, raw materials. They requested their Chairman to inform the full Committee of the results of their discussion.

The following were present at the session: M. Mlynarski, former Vice-Governor of the Bank of Poland; M. Momtchiloff, Bulgarian Minister; M. Royot of the Bank of International Settlements, Mr. S. D. Waley of the British Treasury, and M. Lourent (French), Director of the Bank of Indo-China.

## 3. COMMUNICATIONS AND TRANSIT

### *Twentieth Session of the Advisory and Technical Committee*

The Advisory and Technical Committee for Communications and Transit met for its twentieth session at Geneva on August 31st.

After welcoming members of the Committee and representatives of various organisations attending the session, the acting Chairman, M. Krbec (Czechoslovak), paid a tribute to the memory of M. Watier, Director of the Communications and Transit Section, who had recently died. The Committee stood for a minute in silence and the sitting was then adjourned as a sign of mourning.

On the resumption, the Committee appointed its officers. M. V. Moderow (Polish) was elected Chairman and M. J. Antiga (Cuban) and M. C. V. Jensen (Danish) Vice-Chairmen.

The Committee adopted its agenda, on which are the following questions:

Civil liability of motorists (third party risks) and compulsory insurance;

Calendar reform;

Maritime buoyage,

Maritime tonnage measurement;

Pollution of the sea by oil;

Action to be taken on the conclusions of the International Hydrographic Conference at Monaco, April, 1937, with regard to: (a) the buoyage of isolated rocks, (b) the despatch by the various Governments to the International Hydrographic Bureau of the results of the hydrographic work done by authorities other than the national hydrographic services themselves;

Stowaways. Letter from the International Shipping Federation of June 11th, 1936 ;

Report of the Permanent Committee on Road Traffic on its eleventh session ;

International tourist traffic. Results of the enquiry among Governments with a view to the application of the recommendations of the Passport Conference of 1926 ;

Coordination of transport. Progress report on the enquiry among Governments ;

Signals at level crossings. Consultation of Governments with regard to an International Conference ;

Public works ;

Reports on the operation of the League of Nations Wireless Station in 1935 and 1936 ;

Annual reports of the Memel Harbour Board for 1935 and 1936 ;

Technical collaboration between the Chinese Government and the Organisation for Communications and Transit ;

Agreements, Conventions, etc., concluded under the auspices of the League of Nations : position as regards signatures, ratifications or accessions ,

Questions of internal organisation : composition of Committees ;

Report of the Chairman on the missions carried out by him since the last session of the Committee ;

Communications by the Secretary-General of the Committee ;

Visit to the Wireless Station of the League of Nations (transmitting station at Prangins and receiving station at Colovrex).

The following are attending the Committee's session : M. V. Moderow (Polish), Chairman, M. L. Valdes-Roig (Cuban), M. C. V. Jensen (Danish), M. A. de Castro (Uruguayan), M. A. Dietrich de Sachsenfels (Hungarian), M. S. Dreyfus (French), Mr D. W. Keane (British), M. V. Krbec (Czechoslovak), M. Nordberg (Finnish), M. J. de Ruelle (Belgian), and M. A. de Vasconcellos (Portuguese)

The following were also present : M. I. Souhbotich and M. H. Rothmund in their capacity as representatives of the Communications and Transit Organisation with the Rome International Institute for the Unification of Private Law

The following international organisations are represented : International Tourist Alliance ; International Association of Recognised Automobile Clubs ; International Chamber of Commerce ; International Aeronautical Association ; Rome International Institute for the Unification of Private Law ; Central Office for International Railway Transport, International Union of Railways ; International Labour Office.

An account of the session will be given in the next number of the *Monthly Summary*

## V. SOCIAL AND HUMANITARIAN QUESTIONS

### TRAFFIC IN OPIUM

#### WORK OF THE SUPERVISORY BODY SET UP UNDER THE DRUGS LIMITATION CONVENTION OF 1931

The Supervisory Body held its eleventh session from August 26th to September 1st, under the presidency of Sir Malcolm Delevingne (British).

The Supervisory Body examined at this session the estimates received for 140 countries and territories in respect of the year 1938, as well as ten supplementary estimates in respect of the current year

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At this, its eleventh session, the Supervisory Body entered upon the fifth year of its existence. Its first session began on August 28th, 1933. It had the heavy and responsible task of giving practical effect to the Drugs Limitation Convention of 1931 by establishing the necessary contact with Governments and national administrations and by organising the network of universal relations which was indispensable to the working of the Convention

The system of international control over the

manufacture and distribution of dangerous drugs provided for under the Convention is based upon the supply in advance by Governments of estimates of their requirements in respect of dangerous drugs for the ensuing year. The task of the Supervisory Body is to supervise the operation of the estimates system, to examine the estimates received and require explanations from Governments where necessary. It has also the difficult task of framing estimates for all countries and territories, whether parties to the Convention or not, for which estimates have not been furnished.

In order to limit manufacture, the real needs of the countries concerned must first be ascertained. Estimates exceeding these needs by more than a reasonable margin must be eliminated ; the Convention provides that unforeseen requirements may be met either by drawing upon reserve stocks or by means of supplementary estimates.

This complicated task can only be accomplished successfully if a close collaboration exists between the Supervisory Body and

Governments. So far as Governments are concerned, the results obtained up to the present have been very satisfactory. This is shown by the following facts:

At the first session in 1933 only eleven estimates of dangerous drugs requirements had been received at the date provided by the Convention for the reception each year of such estimates (August 1st). Moreover, only 38 States had ratified the Convention. At the beginning of its August session this year the Supervisory Body was able to examine the estimates of requirements for 1938 for 140 countries and territories as compared with 97 at the first session in August, 1933. Further, the number of States which have ratified the Limitation Convention stands at 62—a number higher than that so far recorded for any other of the Conventions negotiated under the auspices of the League of Nations.

The increase in the number of countries which themselves furnish estimates is shown by the following facts:

On October 18th, 1933, on the conclusion of the second session of the Supervisory Body, only 45 countries had furnished estimates. In 1934, the number had risen to 54, in 1935 to 59 and in 1936 to 61. A full comparison between the year 1937 and previous years can only be made at the end of the October session.

The number of countries for which the Supervisory Body has been obliged itself to fix estimates is constantly decreasing. It fell from 23 countries in 1933 to 9 countries in 1936.

The second indication of progress is the number of cases in which it has been necessary to ask for supplementary details or explanations. In 1934, requests for explanation had to be made of the Governments of 28 countries; in 1935, the number of countries from whom explanations were required was 23, and in 1936 the number was only 18. So far in 1937 requests for explanations have been made in twelve cases.

The third indication that the situation is constantly improving is to be found in the form in which the estimates are furnished. At its session in October, 1936, the Supervisory Body noted that the majority of the estimates and the statements accompanying them had been prepared with the greatest possible care. A certain number of countries, however, had established their estimates and the statements accompanying them in a way which showed that the provisions of the Convention had not yet

been fully understood by the competent departments of the countries concerned.

A fourth indication of progress is to be found in the relation between the estimates and the statistics. A comparison between estimates and the most recent statistics of manufacture and consumption of drugs shows that the discrepancies, which in the past were very considerable, between Government forecasts and effective needs tend to decrease and that the Governments are endeavouring to bring their estimates continually nearer to the level of the real requirements of their respective countries.

The system of estimates and of international supervision established under the Limitation Convention has survived the test of practical application, despite the difficulties inherent in the application of the Convention.

The Limitation Convention stands for an entirely new system of international legislation which is appreciably in advance of the general evolution of international law. The task of the Supervisory Body, among other things, is to ensure that this Convention shall receive a universal application. It has been necessary gradually to frame the principles and determine the procedure which may be applied according to the same methods and with the same degree of efficiency, not only in the big modern industrial States with a fully-developed administrative organisation, but also in countries and territories which are less advanced, such as the small islands of the Atlantic and the Pacific with only a few thousand inhabitants and with a simple system of legislation and administrative organisation. The difficulties arising from an attempt to establish a universal system of regulations which should correspond to the needs of the most important countries and of the smallest territories have in large measure been overcome.

The work of the Supervisory Body during the four years which have elapsed, and of the Permanent Central Opium Board, with which the Supervisory Body co-operates, has resulted in the development of a new technique of international administration. Precedents of value in other fields of international activity are thus being created.

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The following were present at the meeting Sir Malcolm Delevingne (British), Dr. Carrière (Swiss), Mr. H. L. May (American), and Professor Tiffereau (French).

## VI.—OBITUARY

## DEATH OF M. PIERRE-HENRI WATTEL

M. Pierre-Henri Watier, Director of the Communications and Transit Section, died suddenly on August 10th, 1937.

His funeral took place in Paris on August 24th. The Secretary-General was represented by one of the Directors of the Secretariat, M. Ekstrand, and by a member of the Communications and Transit Section, M. Metternich.

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M. Pierre-Henri Watier was born at Bourbonne-les-Bains (Haute Marne) on April 11th, 1882. He entered the *École Polytechnique* in 1903, and passed on to the *École des Ponts et Chaussées* in December 1906. As an engineer of roads and bridges, he successively occupied important positions at Nantes, Rouen, Orleans

and Paris. During the war he was called up for service with the engineers and was attached to the military exploitation service of ports and waterways.

In 1920 he became engineer-in-chief, and in 1923 director of navigable waterways and maritime ports in the Ministry of Public Works. In 1926 he was appointed a member of the Council of State.

When M. Watier became Director of the Communications and Transit Section in 1937, he had, ever since 1923, been doing valuable work for the Communications and Transit Organisation, partly as an expert for his Government, and partly as an expert appointed by the Advisory Committee for Communications and Transit, and as a member of various committees of that body.

## VII.—LEGAL AND CONSTITUTIONAL QUESTIONS.

## INTERNATIONAL ENGAGEMENTS

*Registration of Treaties*

The treaties and international engagements registered by the Secretariat of the League during August include

A Treaty of Friendship between Finland and Mexico (Washington, October 2nd, 1936)—presented by Finland.

A Conciliation Treaty between China and Norway (Oslo, January 27th, 1936)—presented by Norway.

An Exchange of Notes between Great Britain and Northern Ireland, India and Siam, constituting an Agreement regarding the nationality of persons affected by the redelimitation of the boundary between Burma and Siam (Bangkok, March 31st, 1937)—presented by the United Kingdom and Siam.

An Agreement between Great Britain and Northern Ireland and France to facilitate the proof without legislation of certain official documents (Paris, April 3rd, 1937)—presented by the United Kingdom and France.

An Exchange of Notes between Finland and Roumania, constituting an Agreement regarding the abolition of visas on diplomatic passports (Helsinki, November 16th, 1936)—presented by Finland.

An Exchange of Notes between Lithuania and Sweden, constituting an Arrangement regarding the reciprocal recognition of certificates of origin (Stockholm, July 1st, 1937)—presented by Sweden.

An Exchange of Notes between Great Britain and Northern Ireland and Finland, constituting an Agreement regarding the importation of wheat flour into Finland (London, April 14th, 1937)—presented by the United Kingdom and Finland.

An Agreement between Finland and Czechoslovakia for the suppression of the illicit importation of alcoholic liquors into Finland (Prague, March 21st, 1936)—presented by Finland.

A Commercial Agreement between Bulgaria and Finland (Sofia, October 27th, 1936)—presented by Finland.

Additional Protocol to the Convention of Commerce and Navigation between Finland and Czechoslovakia (Prague, April 17th, 1937)—presented by Finland.

An Agreement between Finland and France for facilitating the admission of student employees in the two countries (Paris, May 26th, 1937)—presented by Finland.

A Convention between Finland and Latvia regarding postal relations between the two countries (Helsinki, May 12th, 1937, and Riga, May 28th, 1937)—presented by Finland.

An Agreement between Austria and Switzerland regarding motor traffic, including the conveyance of passengers by public services (Vienna, November 21st, 1936)—presented by Switzerland.

A Treaty between Germany and the Netherlands concerning clearing transactions (The

Hague, December 23rd, 1936)—presented by the Netherlands

An Exchange of Notes between the Argentine Republic and the Netherlands, constituting an Agreement concerning authorisations for obtaining official exchange for the payment of coupons on securities (shares and debentures) in Netherlands possession and invested non-Netherlands undertakings in the Argentine (Buenos Ayres, February 3rd and 5th, 1937)—presented by the Netherlands.

Exchange of Notes between Brazil and the Netherlands constituting a provisional Commercial Agreement; also an Agreement for the liquidation of Netherlands Commercial credits in arrear in Brazil (Rio de Janeiro,

March 15th, 1937)—presented by the Netherlands.

Agreement for the promotion of commercial exchanges between Belgium, Denmark, Finland, Luxemburg, Norway, the Netherlands and Sweden (The Hague, May 28th, 1937)—presented by Norway.

A Convention between the United States of America and Mexico for the recovery and return of stolen or embezzled motor vehicles, trailers, airplanes, or component parts of any of them (Mexico, October 6th, 1936)—presented by the United States.

Extradition Convention between Belgium and Siam (Bangkok, January 14th, 1937)—presented by Belgium.

## VIII.—NEW LEAGUE PUBLICATIONS.

### I. FINAL REPORT OF THE LEAGUE'S MIXED COMMITTEE ON THE RELATION OF NUTRITION TO HEALTH, AGRICULTURE AND ECONOMIC POLICY.

This book of more than 300 pages, just published by the League of Nations, is the most authoritative and comprehensive study of the broader aspects of nutrition—a problem of world-wide importance—that has yet appeared. It is likely to form for years to come the basis of efforts by Governments and by private initiative to improve the diet of a large part of the world's population. Everyone is interested in food, and vast numbers in the production of food, and the book is eminently one for the general public as well as for experts in the various fields covered by the investigation, its simple style and comprehensive treatment of the subject make it easy to read.

The Report is the result of two years' work by an international committee of agricultural, economic and health experts under the auspices of the League. It is concerned for the main part with the economic aspects of nutrition policy and with its relations to agriculture. To complete the picture, a chapter on the physiological side of the problem, taken from the Interim Report of the Committee (The Problem of Nutrition, 4 Vols., 1936), has been included, after modification in the light of recent research.

The Report is divided into three parts. The first, which has three chapters, gives a general survey of the question and of the work already done. The introductory chapter traces the activities of the Mixed Committee since it was set up, and those of other international bodies working on the same problem. The second

chapter outlines the development of nutrition as a science and indicates the rôle played by it in the striking improvement in public health and in the increase in population which occurred during the past century. The third chapter summarises the contents and conclusions of the Report and gives the recommendations published by the Committee in its Interim Report.

The second part is devoted exclusively to the health aspect of nutrition. There is an account of the main principles of the "new science of nutrition" as they have been developed by recent research; a description of the nature and functions of the most important vitamins and minerals, and of the diseases resulting from their deficiency, an analysis of the nutritive qualities of various foods, and their classification as "energy-bearing" or "protective," the dietary requirements of particular classes of persons, expectant and nursing mothers, infants, children of pre-school and school age, adolescents, recruits and adults; and a summary of the dietary standards adopted by the Technical Commission of the League's Health Organisation and of the valuation placed by that Commission on various important foodstuffs.

The third part of the Report contains a more detailed examination of the economic and agricultural considerations connected with nutrition policy. It traces the main changes that have occurred in food consumption habits during the last few decades and reaches the conclusion that average consumption in most countries of Western civilisation has on the whole been tending in the direction of improved nutrition.

The adaptation of agriculture to the desired changes in consumption is discussed. It is pointed out that agriculture has shown considerable powers of adaptation in the past, in particular where no obstacles have prevented changes in demand from expressing themselves through changes in price. It is argued that an extension of the movement towards better nutrition should prove of benefit to national agricultural systems, as it would call for an increased production of protective foods—fruit, vegetables and dairy products—and also for an increased output of various cereals for fodder.

As regards the relation of food prices to consumption, it is shown that the demand for foodstuffs—especially protective foodstuffs—is very sensitive to price changes. The effect of price movements on the substitution of one foodstuff for another, the significance of seasonal price movements, and the differences in elasticity of demand in various income groups are also discussed.

The Report then considers the main determinants of food prices on the supply side—technique and cost of production, commercial policy, marketing organisation and distribution costs. Particular reference is made to the contribution of the co-operative movement in reducing retail food prices.

The next subject is the influence of income and of nutritional education on consumption habits. The improvements in diet which accompany increased income are demonstrated from studies of family budgets in various countries. A comparison between the existing distribution of incomes and the minimum costs of nutritionally adequate diets shows that malnutrition of important sections of the population, and particularly of families with many young children, even in such relatively prosperous countries as the United States and the United Kingdom, can be directly traced to the effects of poverty.

The Committee realises that the raising of the income level in various countries is essentially a national problem of a long-range character. But it draws attention to the possibility of improvements in social services, which may in part remedy malnutrition due to poverty, such as family allowances, the provision of school meals, of milk for expectant and nursing mothers, etc. Much can also be done by education to improve nutrition, and in this connection attention is drawn to the considerable variations in the quality of diet obtained by families spending at the same levels (in proportion to the size of the family). A summary is given of the various techniques of nutritional

education which have been applied in different countries, and in some cases mention is made of the results achieved.

The Report concludes with a collection of evidence as to the present state of nutrition in various parts of the world, demonstrating that in spite of the considerable progress that has taken place in recent decades, the problem is still an urgent one. "The malnutrition which exists in all countries is at once a challenge and an opportunity: a challenge to men's consciences and an opportunity to eradicate a social evil by methods which will increase economic prosperity."

## 2. MONEY AND BANKING 1936/1937.

The Economic Intelligence Service of the League of Nations has just published a work in two volumes on "Money and Banking 1936/1937." This is a sequel to a publication of a similar title which appeared last year.

The first volume, entitled "Monetary Review," contains five separate studies dealing with the course of foreign exchanges, the market in forward exchanges, exchange stabilisation funds, gold supply and central monetary reserves, and interest rates. These articles cover the period from 1929 to March, 1937, but the events of the last two or three years are dealt with in greater detail.

The chapter on the course of exchanges gives an interesting account of the episode in the history of international finance constituted by the devaluation or exchange control through which all currencies, with one minor exception, passed in the period under review. For the purpose of this study, currencies are divided into five groups, determined, as far as possible, by the nature of the forces that led to their depreciation. The situation in each of these groups is examined in detail.

A section of this chapter is devoted to the effect of the recent tripartite monetary agreements. These agreements "in the first place inverted the risk of competitive currency depreciation which might have followed the realignment of the principal currencies of the gold bloc. Secondly, they provide the mechanism for an orderly experiment in the field of international stabilisation of currencies. Though the parties to the agreements are few, their currencies are those to which most others are directly or indirectly attached. Thirdly, their existence has been accompanied by a remarkable stability of exchange rates." Several tables are given showing for a large number of countries the narrow range within which

fluctuation is now taking place in the principal exchanges

The question as to how far the currency adjustment and the growing stability of exchange rates reflect the achievement of equilibrium as between various exchanges is examined. An interesting table shows the relative movement of gold prices in thirty-one countries, expressed as percentage of gold prices in the United Kingdom. This table indicates that an equilibrium in price relationships—as compared with conditions prevailing in 1929—had been achieved in most countries by March of this year.

The chapter on the market in forward exchanges deals with a point of special interest in a period of rapid fluctuation. It shows, for example, that neither in the case of the gulden and the Swiss franc, nor in that of the French franc, did "market sentiment" anticipate with any large degree of accuracy the fluctuations which actually occurred in these currencies. In the case of Great Britain, the outward movement of capital in 1935-36 was mainly a movement of short term funds, the holders of which took advantage of the fact that the pound was at a discount as compared with the dollar. In this case the market in forward exchanges appears to have been based on technical reasons.

An interesting chapter is devoted to exchange stabilisation funds. It is pointed out that statistical data on the operations of such funds are almost completely lacking. "The secrecy with which these operations are conducted is indeed one of the distinctive characteristics of the new methods of exchange regulation."

A distinction is drawn between two types of funds—those whose initial resources consist of assets convertible into domestic currency in the open market, such as Treasury bills, and those whose initial resources consist of gold. Funds of the former type are in general capable of neutralising the movement of floating balances, i.e. of offsetting short term capital movements, in such a way as to prevent them from affecting the internal credit balance.

Funds of the second type have received their resources in the form of gold released by the revaluation of gold reserves, and are not in general able to offset the movement of short term capital. Special attention is given to the working of the "Exchange Equalisation Account" of the United Kingdom.

The important chapter on gold supply and central monetary reserves contains what is perhaps the most authoritative and complete analysis of the situation which has yet appeared.

The nature of the remarkable increase in the supply of gold available for monetary purposes in the world since 1929 is examined, and exact information is given as to the extent to which it has been derived from de-hoarding (especially in India and the Far East) or from fresh mining. The production for July, 1931, to December, 1936, is given, in millions of old gold dollars, at 2,711, whilst the net recorded release from Eastern hoards is put at 929, the total from the two sources being 3,640. Of this amount it is calculated that 2,206 have been added to the central monetary Government reserves, whilst 1,434 have been absorbed in hoards in different countries (figures in millions of old gold dollars).

The light thrown by this chapter upon the situation as regards the central monetary gold reserves of the principal countries is one of the most interesting features of the volume. The amount of gold reserves is given for the principal countries up to the end of the first quarter of 1937. Data are also given showing the relation of gold reserves to note circulation, etc., and also the monetary foreign assets of the principal countries.

The tables on pages 63 and 71 indicate at a glance the position of the principal Powers as regards central monetary gold reserves during the past nine or ten years. In the case of the United States, France and the United Kingdom, these reserves show an increase in 1937 over the figures for 1928 as follows:

	1928	1937. (end of 1st quarter).
U.S.A. .. ..	3,746	6,835
France .. ..	1,217	1,681
United Kingdom ..	746	1,531
Total .. ..	5,739	10,017

Of countries losing gold, Japan, Italy and Germany are the most striking example. Their reserves decreased during the same period as follows:

	1928.	1937. (end of 1st quarter).
Japan .. ..	541	269
Italy .. ..	266	123*
Germany .. ..	666	16
Total .. ..	1,473	408

The gold reserves of the U.S.S.R., which is now the world's second largest gold producer, are not known for the last two years. The

increase or decrease in the reserves of the principal Powers between the end of 1928 and the end of 1936 is shown in percentages in another table, the increases are: United States 77.5%; United Kingdom 105; France 41.9. The decreases are: Germany 97.6%; Italy 53.8; Japan 49.5

The table showing the ratio of gold reserves to note circulation and other sight liabilities for 1929 and for 1936 covers 43 countries. The great majority of these countries have reserves well over their legal requirements, notable exceptions being Germany and Italy, whose reserve requirements are in suspense. It is pointed out that these two countries, together with China, would, if reserve requirements were again put into operation, absorb a substantial proportion of the amount of excess over the minimum required for legal cover in the various countries, which is calculated at 1,100,000 old gold dollars.

As regards supplementary reserves of foreign exchange, it is pointed out that these reserves were large in the aggregate in 1929, but that, with the depreciation of the principal currencies, a general tendency towards converting foreign assets into gold set in. The countries which have linked their currencies to sterling still have important foreign currency reserves which have indeed increased markedly during recent years; e.g. Australia and New Zealand have their cover reserves almost exclusively in the form of sterling exchange. In general, however, it is shown that, with few exceptions, most countries appear to be moving towards a gold basis.

The chapter on interest rates brings out the tendency of rates to harden in a number of countries, either as a result of progress in economic recovery or because of increased Government expenditure for rearmament or other purposes. In general, interest rates have fallen to abnormally low levels—in Japan and the United States the levels are unprecedented in their history. In many countries the rates ruling in 1936 were lower than at any time since the last decade of the nineteenth century. Interest rates do not, therefore, offer any impediment to economic recovery.

Those interested in monetary questions will find the tables annexed to this volume of special value and interest. They are, indeed, a special feature. Some of them have been greatly expanded and others contain much new data throwing light on obscure situations in different parts of the world. They give in a comparative form, and with a completeness hitherto unob-

tainable, the essential monetary statistics for some 40 countries.

The second volume, entitled "Commercial Banks," contains 174 pages of statistical data indispensable for bankers and those specially concerned with international finance. Detailed information is given for 45 countries. As an illustration of its importance, the clear and full picture of the situation as regards Germany, to which 12 pages are devoted, may be cited. The various tables indicate the means whereby Government expenditure has been financed. One of these shows the progressive increase in the amount of Government securities held by credit and insurance institutions, which increased from 3,404,000,000 Reichsmarks in 1929 to 11,415,000,000 at the end of 1936. Other tables indicate the effect of this increase on the credit situation of the commercial banks, and the small part they now play in financing private trade, as compared with the financing of Government needs.

The section devoted to Japan indicates an expansion in the total amount of Government bonds in existence from 3,932 million yen at the end of 1932, to 7,716 million in March, 1937.

Whilst the expansion of credit in the United States is shown to be almost as spectacular, the difference in the situation there as compared with that in Germany emerges clearly from the section devoted to the former country. The effect of large gold imports into the United States has been neutralised by the sterilisation of a large part of these imports, first by changes in the reserve ratio of the member banks of the Federal Reserve system, and secondly by the selling of Government securities.

### 3. MONTHLY BULLETIN OF STATISTICS.

The August number of the *Monthly Bulletin of Statistics of the League of Nations* contains in addition to the recurrent tables, supplementary information on World Trade, Wholesale Prices, Discount and Interest Rates, Exchange Rates, and Stocks of Primary Commodities.

Contrary to the usual seasonal tendency, the gold value of world trade in June, 1937, was 2.8% higher than in May, 1937, and 35% higher than in June, 1936. The value in the second quarter of 1937 was about 10% higher than in the first. As during the same period gold prices have probably not risen more than 7%—information on this point is still incomplete—a real increase in the quantum of world trade of at least 3% would seem to have taken place.

The *gold value of world imports* in the first half year of 1937 was 25% higher than in the first half of 1936. Among the more important trading countries the increase was particularly high in: Italy 64%, Norway 49%, Japan 42%, U.S.A. and Netherlands Indies 41%, and in Belgium-Luxemburg 38%. Imports into China, Sweden, Poland-Danzig, Canada, the Argentine, the Netherlands and Czechoslovakia increased by about 30%. The increase was smaller than the world average in: Denmark 23%, Switzerland 20%, Germany 19%, United Kingdom 18%, France 17%, India 16% and Australia 7%.

The *gold value of exports*—comparing again the first half of 1937 with the same period of 1936—was 26.4% higher. Those from the Argentine were twice as great, and considerable increases are also to be noted for Italy 64%, China 43%, Belgium-Luxemburg 42%, Netherlands Indies 39%, Netherlands, U.S.A. 34%, and Czechoslovakia 32%. In Sweden and Australia exports rose by 26%, in Canada by 24%, Japan 23%, Norway and Germany 21%, United Kingdom 19%, Poland-Danzig 18% and Denmark 12%. Small changes are to be noted for France +5%, and for Switzerland +2%.

During the first six or seven months of 1937 *wholesale prices in national currencies* rose in all countries. Since the end of 1936 the rise has been as follows: Italy 16%, Chile 15%, Norway 14%, France 12%, Japan 11%. Sweden, Belgium and the United Kingdom about 10%, and Greece, Canada, the Netherlands, Denmark and Finland about 9%.

*Prices rose less in Yugoslavia and Germany*, about 1.5%, Hungary 2%, Bulgaria 3%, Austria 4%, New Zealand and United States about 4.5%. In Switzerland the rise was somewhat more than 5%, and in Czechoslovakia, Poland and China about 6%.

As, with the exception of the French franc, the currencies of the above mentioned countries remained relatively stable in their relation to gold during the first half of 1937, the increase of *wholesale prices in gold* was approximately the same as in national currencies.

The *world currency situation* at the end of July, 1937, presented itself as follows.

The 1929 gold parity of their currencies was formally maintained by Germany, Albania, Bulgaria, Hungary, Lithuania, Poland and Turkey, and was reached again by Venezuela

Four countries, the Netherlands, Netherlands Indies, Austria and Yugoslavia, had reduced the value of their currencies by approximately 20%.

Another group of four countries had devaluated by about 30%: Roumania, Belgium, Switzerland, and Czechoslovakia.

A reduction of the gold value of currencies by 40% (or very nearly this figure) had been effected in the following countries: United Kingdom, India, British Malaya, Estonia, Egypt, Iraq, Irish Free State, Palestine, Latvia, Portugal, Siam, Union of South Africa, U.S.A., Philippines, Cuba, Canada and Italy. These are closely followed by Honduras, Danzig, France; Sweden and Norway with a figure between 42 and 45%.

There had been a reduction of between 50 and 60% in 12 countries: Finland, Denmark, New Zealand, Australia, Salvador, the Argentine, Uruguay, Brazil, Costa Rica, China, Greece and Iran.

In Peru, Colombia, Japan, Mexico, Ecuador and Chile, the depreciation amounts to 65-75% of the 1929 value; the greatest is in Bolivia—about 90%.

The *price of money*, so far as can be judged from the movement of market rates of discount and from the yield of government and industrial bonds—official discount rates having been stable with the exception of France—showed an upward tendency during the first half of 1937 in the United States, the United Kingdom and (until the second devaluation of the French franc), also in France. Interest rates were almost stable in Japan, Italy, Sweden and Czechoslovakia; but showed a downward tendency in Germany, Belgium, the Netherlands and Switzerland.

*World Stocks of Primary Commodities* continued to decline during the first half of 1937 and have, on the average, now fallen to the level of 1929.

Stocks of *Lead* and *Zinc* decreased very rapidly. Those of *Copper* came down to the 1929 level, and *Tin* remained considerably below this level. Stocks of *Petroleum* increased slightly, but were only 75% of 1929 stocks.

*Rubber* and *Silk* stocks continued to decrease but still remained higher than in 1929, while stocks of *Cotton* have increased.

Those of *Wheat*, *Sugar* and *Tea* were also reduced, and are now below the 1929 level.

## IX.—FORTHCOMING LEAGUE MEETINGS.

September 13th.—Supervisory Commission, Geneva.

September 13th.—Eighteenth ordinary Session of the Assembly, Geneva.

September 15th.—Committee of Experts on the Determination of the Content of Morphine in Raw Opium, London

October 7th.—Technical Sub-Committee of the Fiscal Committee, Geneva

October 8th.—Sub-Committee on Timber Statistics, Geneva.

October 11th.—Fiscal Committee, Geneva.

October 27th. Committee of Jurists on Falsification of Documents of Value, Geneva

October 29th.—Commission on Biological Standardisation—Meeting of Serologists, Geneva.

November 1st.—Conference on the International Repression of Terrorism, Geneva

November 1st.—Health Committee, Geneva.

November 4th.—Permanent Mandates Commission, Geneva.

November 15th.—Technical Committee of the Health Organisation on the Study of Nutrition, Geneva



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Advisory Committee on Traffic in Opium and Other Dangerous Drugs. REPORT TO THE COUNCIL ON THE WORK OF THE TWENTY-SECOND SESSION, held at Geneva from May 24th to June 12th, 1937. (C.285 M.188. 1937. XI.) (Ser. L. o. N. P. 1937. XI.4.) 36 pp.	1/6	0.40	1.50
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THE  
MONTHLY SUMMARY  
OF THE  
LEAGUE OF NATIONS

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VOL. XVII., No. 9.

SEPTEMBER, 1937.

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Eighteenth Session of the Assembly

Appeal by the Chinese Government

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## I.—SUMMARY OF THE MONTH.

September, 1937.\*

The eighteenth ordinary session of the Assembly opened on September 13th at Geneva, and adjourned on October 6th. Of the fifty-eight Members of the League fifty-two were represented, namely: Afghanistan, S. Africa, Albania, Argentine, Australia, Austria, Belgium, Bolivia, Great Britain and Northern Ireland, Bulgaria, Canada, Chile, China, Colombia, Cuba, Czechoslovakia, Denmark, Dominican Republic, Ecuador, Egypt, Estonia, Finland, France, Greece, Haiti, Hungary, India, Iraq, Iran, Irish Free State, Latvia, Liberia, Lithuania, Luxemburg, Mexico, Netherlands, New Zealand, Norway, Panama, Peru, Poland, Portugal, Roumania, Siam, Spain, Sweden, Switzerland, Turkey, U.S.S.R., Uruguay, Venezuela, Yugoslavia

The delegates to the Assembly included one Head of State (Switzerland) and four Prime Ministers (Ireland, Luxemburg, Netherlands, Spain) and twenty-four Foreign Ministers (Belgium, Great Britain, Bulgaria, Czechoslovakia, Denmark, Egypt, Estonia, Finland, France, Iran, Iraq, Irish Free State, Latvia, Lithuania, Luxemburg, Netherlands, Norway, Poland, Roumania, Spain, Sweden, Switzerland, Turkey, U.S.S.R.)

The session was opened by M. Juan Negrin (Spain) as President of the Council.

After the appointment of the Committee on Credentials, composed of Mr. W. E. Beckett (United Kingdom), M. Basdevant (France), M. J. Limburg (Netherlands), M. Politis (Greece), Mr. Bailey (Australia), M. Paul Hjeltn (Finland), M. de Blanck (Cuba), M. K. Skurpa (Lithuania), M. Costa du Rels (Bolivia), the President spoke as follows:

"Although for the past year the situation of my country has been a matter of the gravest international concern, I will not speak of it to you now from this platform, from which I have to address you only as President of the Council. I will simply offer you a greeting from Spain, who, to-day more than ever, preserves undimmed her faith in the ideal of the League of Nations, which in her eyes represents the only form of organisation for international relations

"We are living through a strange period, in which a certain retrogression in the moral sense governs the relations between States. We note with deep anxiety that treaties no longer have

\* In order not to split up into two separate numbers of the *Monthly Summary* the account of the work done by the eighteenth ordinary session of the Assembly and the ninety-eighth and ninety-ninth sessions of the Council, it has been deemed desirable, as an exceptional measure, to extend to October 6th, the period covered by the present Summary.

The text of the Assembly resolutions will be published in the forthcoming number of the *Summary*.

the value and the force that once they had. Signatures are no longer binding, or are binding only up to a point determined by the signatory himself. Once absolute, they are becoming relative, and often inoperative. This relativity will be the rule to-morrow unless we try to save international life, unless we find a suitable way to stop the impunity with which it is becoming increasingly possible to violate the principles underlying every international community based on law and embodied in the League Covenant.

"Let us boldly face the spectacle offered by the world to-day. Several countries, Members of the League, are being, or have been, ravaged by war. But again—and perhaps most important of all—all countries, even those which succeeded in remaining neutral during the great war, are obliged to spend on armaments astronomical sums which, if devoted to social and cultural betterment, could hasten the progress of mankind to an extent never before attained. That means—let us frankly admit it—that the League has not been able to dispel from the world the fear of war.

"What is the cause of this setback? Some say it is due to defects in the League's organisation, others, that it is because some of the great States do not belong to the League. Many, again, believe that, had the Covenant been resolutely applied in the past, the world would never have fallen into the terrible position in which it finds itself to-day . . .

"We who consider it essential to make the organisation of peace ever stronger and more stable must beware lest our own hesitation and the difficulties we encounter in this task are exploited by those whose real aim is the League's destruction. If, by mishap, the League of Nations were destroyed, our generation could never rebuild it. As the British Secretary of State for Foreign Affairs has said 'If we, and those who think like us, do all we can to maintain and strengthen the League it will prove the true foundation for the peace and prosperity of the world' For the future of the League is for all of us a question of vital concern, and its failure would mean the final collapse of our civilization.

"Though it is true that the present hour is one of unexampled gravity for all, nevertheless there is clear evidence of the vitality of the League and of the forces of peace in the world.

"This year we have had, with profound regret, to record the withdrawal, for financial reasons, of Salvador. On the other hand, we have had the great satisfaction of seeing Egypt take her rightful place among us.

"Moreover, we have seen France and Turkey refer to the League a question of an eminently delicate nature—that of the Statute of Alexandria. The question was a peculiarly complex one. In particular, the interests at stake, both material and sentimental, were of great importance. Yet, thanks to the application of the League's methods, and in a spirit of mutual understanding which is the true spirit of the Covenant, a solution was reached satisfying the legitimate interests of the parties concerned.

"Again, we have just witnessed the United Kingdom coming before the Mandates Commission and giving an account of its stewardship in Palestine, explaining the difficulties it had encountered in the fulfilment of its task, asking for advice, submitting to the Mandates Commission its policy and its future plans for the restoration of calm in this zone of the Mediterranean where its responsibility is so great. In doing so, the United Kingdom, by submitting itself simply to the common discipline, has taught us a great lesson."

The President then briefly recalled some of the aspects of the technical work done by the League in the course of the year. He referred to the problem of raw materials, to international economic relations, to collective action in financial matters with a view to promoting world prosperity, to the work achieved by the Health and Intellectual Co-operation Organisations.

He concluded by saying:

"You are about to draw up a programme for the future. May your deliberations and resolutions bear witness to your resolve that international relations shall be governed by the principles of our charter—good faith and respect for covenants."

The Assembly then heard the report of the Credentials Committee and proceeded, in accordance with the new rule of its procedure, to set up a Nominations Committee. The function of this Committee is to submit the names of candidates for such offices as entitle the holders to seats on the General Committee. Upon the President's proposal, the Assembly appointed as members of this Committee: M. Ruiz Guinazú (Argentine), Mr. S. M. Bruce (Australia), M. Schmidt (Estonia), M. Paul-Boncour (France), M. Bahramy (Iran), M. Bech (Luxembourg), M. Hambro (Norway), M. Komarnicki (Poland), M. Antonesco (Roumania), M. Stein (U.S.S.R.), M. Parra-Pérez (Venezuela). The Assembly then rose to allow the Committee to carry out its task.

When the Assembly next met the Chairman of the Nominations Committee, M. Hambro (Norway), announced that the Committee had unanimously proposed the delegate of India, The Aga Khan, as President of the Assembly.

M. Negrin welcomed the Aga Khan to the presidential chair and congratulated him upon his election.

The Aga Khan spoke as follows:

"With more warmth of feeling at heart than I can bring to my lips, I thank you. You have done India, my country, a great honour, and my delight is undisguised.

"It is an honour done to a country whose whole philosophy of life is attuned to the fundamental principles on which the League of Nations is grounded, and whose greatest thinkers, from

time immemorial, of whatever culture of creed, have sought in the supremacy of law the sole escape from the anarchy of force

"Never, in very truth, were goodwill, co-operation and service more incumbent on all States Members of the League than to-day. We must face reality unflinchingly. The world is sorely troubled, a storm has long been raging in the extreme corner of Western Europe, another has broken out yonder in the Far East. Grievous wrong has been done to the peace of the world and to the principles for which we stand, but though it is very meet and proper that we should take stock of our failures, we must not allow failures to blind us to the reality of our successes, or to rob us of their inspiring influence

"Without the League, would the Dardanelles or the Sanjak of Alexandretta have found their peaceful adjustment? And if there have been unforgettable defections from the ranks of the League, is it a small thing, a matter void of significance, that nations still knock at our doors for admittance? In the five years in which I have been privileged to lead the Indian delegation, no fewer than six nations, among them one of the Great Powers—the Union of Soviet Socialist Republics—have been admitted to the League. Indeed, to a Moslem like myself, the League is now more universal, more truly Catholic, than when I first knew it, and I rejoice, with great rejoicing, that I have been privileged to join in welcoming first Turkey, then Iraq, then Afghanistan, and, this very year, Egypt into the League

"These are surely portents of good omen, for light comes from the East, and if it is true that the League, like the world itself, is passing through troubled times, and that its ideals have been sorely wounded, it is no less true that the League's ideals live and shall live, and, please God, shall prevail

"And now let us turn to the business we have in hand. There is plenty of it. To the onlooker, much of it may seem undramatic, but much of what affects human life most nearly is undramatic, and if we can do something to bring about a more equitable adjustment of things in economics and in social life no less than in politics, the world will be the better for our labours and we shall have helped the League on the long road to the goal that lies and will ever lie before it—the peaceful removal of all causes of war and the establishment of the unchallengeable empire of peace throughout the world."

\* \* \*

The various items on the Assembly's agenda were allotted to its Committees as follows:

*First Committee: Legal and Constitutional Questions.*—Rules of Procedure of the Assembly, Maintenance of the Rule relating to the Convocation of the Finance (Fourth) Committee of the Assembly, Status of Women, Position as regards their Contribution of certain States which have resigned from the League, Inter-

national Institute for the Unification of Private Law. Chairman: M. Politis (Greece), Vice-Chairman: M. Pella (Roumania)

*Second Committee: Technical Organisations.*—Nutrition; Raw Materials, Emigration, Urban and Rural Housing; Economic and Financial Work; Communications and Transit, Health Work. Chairman: M. Osusky (Czechoslovakia), Vice-Chairman: Mr. Halsey (Canada).

*Third Committee: Reduction and Limitation of Armaments.*—Chairman: M. Holsti (Finland), Vice-Chairman: Dr. Ureña (Dominican Republic)

*Fourth Committee: Budget and Finances of the League.*—Composition of, and election of members to the Supervisory Commission; Composition of the Administrative Board of the Staff Pensions Fund, Audited Accounts for the eighteenth financial period; Budget of the League for the twentieth financial period (1938), Contributions to the League; Amendment of Article 1 of the Financial Regulations, Report of the Administrative Board of the Staff Pensions Fund. Chairman: M. Guani (Uruguay), Vice-Chairman: M. Momtchiloff (Bulgaria)

*Fifth Committee: Social and Humanitarian Questions.*—Traffic in Opium and Other Dangerous Drugs, Social Work; International Relief Union. Chairman: Countess Apponyi (Hungary), Vice-Chairman: Mr. Riddell (Canada).

*Sixth Committee: Political Questions.*—The League of Nations and Modern Means of spreading Information utilised in the Cause of Peace; Refugees, Intellectual Co-operation; Mandates; Situation in Spain and Questions connected therewith. Chairman: M. Santos (Colombia), Vice-Chairman: M. Andrić (Yugoslavia).

*Agenda Committee.*—The following delegates were appointed members of the Agenda Committee, with instructions to submit proposals for dealing with any new questions that might be brought before the Assembly. M. Spaak (Belgium), Chairman, Mr. H. T. Andrews (Union of South Africa), M. Ruiz Guinazú (Argentina), M. Najib (Iraq), M. François (Netherlands), M. Gorgé (Switzerland), M. Andrić (Yugoslavia).

*General Committee.*—The General Committee consists of the President and Vice-Presidents of the Assembly (the Chairman of Committees being *ipso facto* Vice-Presidents of the Assembly). The first delegates of the United Kingdom, France, the U.S.S.R., Poland, Turkey, the Irish

Free State were elected Vice-Presidents of the Assembly. On the proposal of M. Hambro, Chairman of the Nominations Committee, M. Motta, President of the Swiss Confederation, was appointed Honorary President.

The Assembly then considered the report on the many and varied activities of the League in the course of the past year and sketched the programme for the future.

In the general discussion which opened on September 14th and closed on September 30th, special attention was paid to the situation that had arisen as a result of the civil war in Spain, and to the hostilities in progress in the Far East.

Owing to the gravity of the Sino-Japanese dispute, the Assembly, at the end of its labours, decided, instead of closing its session, to adjourn, and authorised its President to convene it again in case of need.

On October 6th the President, the Aga Khan, adjourned the session by the following speech:

" . . . . .

" Your task this year was of a three-fold character. In the humanitarian fields the Assembly has striven, however unpropitious the circumstances, to stimulate the work of the League organisations. That work is ceaseless and of almost infinite variety. Almost everything that administers to man's well-being—the great problems of Health and Transit, of Intellectual Co-operation, of Penal and Penitentiary Reform, and of the Suppression of the Traffic in Dangerous Drugs—all these and many others come within the League's purview. But despite the variety of its activity it is all inspired by a single principle—the service of Humanity. Everywhere the League gives proof of its anxiety to serve. It places its resources for investigation and execution, and all the great experience it has gained in 17 years of toil and research, at the service of every Government, whether a member of the League or not, and at the service of the world as a whole.

" To many the crushing difficulties of our times seem to put any solution, indeed any alleviation, of the world's *malaise* beyond our present reach. I for one set my face steadfastly against such an attitude of despair. The League has done mankind true service in embarking on its difficult and realistic survey of the world's problems in economics and finance. Some may argue that such exchanges of opinion cannot be called results. I differ. In the present state of the world, when the ball of responsibility is cast backwards and forwards between politics and economics, the frank ventilation of views by the representatives of so many nations is of living importance. In our discussions general permanent principles have gradually emerged and been confirmed. Here are being well and truly laid the foundations for future negotiations, which will give those principles concrete form.

" The division of responsibility between economics and politics is indeed one of the most

difficult dilemmas with which we are confronted. 'Give me a sound economic position, and I will pursue a sound policy,' says the Statesman. 'How can I pursue a sound policy,' says the Economist, 'if you do not give me a sound political position?' The Assembly has declined to impale itself on the horns of this pessimistic dilemma. And rightly. What the present conditions allow it to do in the economic sphere, it has done. What those conditions allow it to do in the political sphere it has done likewise. Grasping its opportunities, facing its responsibilities, it has set itself unflinchingly to those grave problems which to-day beset the international community. And of this, our debates on the Spanish problem, on Mandates, and the grave situation in China, are eloquent proof.

" That is the second aspect of your work this Session. Let me turn to the third. Your enquiry into the application of the Principles of the Covenant reveals the Assembly's awareness of the need of the League to adapt itself to the ever-changing conditions involved by its own growth. Adversaries of the League who find in every new difficulty fresh reason for doubting it, and impatient friends who look upon those difficulties as reasons for asking of it too much, alike ignore the significance of one all-significant fact—the very existence of the League.

" Remember how the League came into being just after the war, when everything was in disorder. How it has passed through the vicissitudes of crisis after crisis—political, economic and other—crises not of the League's own making, but the inevitable, inescapable aftermath of pre-war, pre-League conditions. Remember how, despite everything, it still stands, deep-rooted in the world's very necessity. Remember all it has done in seventeen short years for the gradual rebuilding of a devastated world, and how, never losing sight of its objectives, it has yet displayed enough flexibility to preserve its ideal intact through all opposition. Think of all this, and then say whether we are not verily right in paying homage and service to the League.

" Were I asked how I myself conceive the League's mission in the world I should answer in the words of the great Saadi: 'The children of Adam, created of the self-same clay, are members of one body. When one member suffers, all members suffer likewise. O thou who art indifferent to the sufferings of thy fellow, thou art unworthy to be called man.' Or I might borrow the words of a wise Hindu poet philosopher: 'All peoples in the world are to me oven as my nearest kin and kith.' Or the final blessing at a Hindu service: 'Let there be peace! Let there be prosperity!' The age-long experience of India had, indeed, taught its children that prosperity without peace was an impossibility. Even so may it be with the League of Nations.

" Indeed, all the problems that fall to the League may ultimately be reduced to one—that of man, and the dignity of man. It is in that sense that the work of the League assumes its true significance and acquires its permanent value. The tribulations of one people are the tribulations of all. That which weakens one

weakens all. That which is a gain to one is surely a gain to all. This is no empty ideal. It is a veritable compass to guide aright the efforts of statesmen in every country and of all men of good will who, desiring the good of their own people, desire the good of the whole world.

"And now for the present, my task is over. In the circumstances in which we separate, I may not wish you farewell, but with all my heart I wish you—God-speed."

\* \* \*

The Council paid a tribute to the memory of M. Manuel Rivas Vicuna, representative of Chile on the Council, who died recently. A member of the Chilean delegation to the first session of the Assembly, M. Rivas Vicuna, a faithful and active supporter of the League, had since taken part in almost all its meetings.

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The President of the Council extended a welcome to Iran, Peru and Belgium, newly elected Members of the Council.

\* \* \*

Concerning the situation in the Far East, the Assembly declared the Japanese military operations in China contrary to Japan's undertakings assumed in virtue of the Washington Treaty of 1922, and the Paris Pact of 1928, condemned the aerial bombardment of open towns in China, asked its President to take the necessary measures to convene a meeting of the Members of the League parties to the Nine-Power Treaty to consider the position, assured China of its moral support and invited the League Members to examine how far they could individually help China.

\* \* \*

The Council noted the arrangements signed at Nyon, and condemned the attacks against

merchant vessels that had recently taken place in the Mediterranean in violation of the most elementary dictates of humanity.

In response to the request made by the Spanish Prime Minister in a speech before the Assembly that German and Italian aggression in Spain should be recognised and means devised to put an end to it, the Assembly drew up a resolution which stressed the duties and obligations of the Members of the League, acknowledged the existence of veritable foreign army corps on Spanish soil, and recalled the efforts of the Non-Intervention Committee with a view to the withdrawal of non-Spanish combatants. The resolution further expressed the wish that the diplomatic action recently initiated by certain Powers might be successful in securing the immediate and complete withdrawal of these combatants, and appealed to the Governments to make another earnest attempt in this direction. It finally contemplated the cessation of the non-intervention policy if such a result could not be attained in the near future.

Owing to the negative votes of Albania and Portugal the resolution was lost.

\* \* \*

As regards the application of the principles of the Covenant, the Assembly, in so far as the universality aspect of the problem was concerned, adopted two resolutions, one requesting the Council to consider means of obtaining the opinion of States not Members of the League as to the reform of the League, the other for associating in case of war or threat of war the States signatories of the Paris Pact of 1928 and the Treaty of Non-Aggression and Conciliation signed at Buenos Aires in 1933 with the League's efforts for the maintenance of peace.

## II.—POLITICAL QUESTIONS.

### I. APPEAL BY THE CHINESE GOVERNMENT.

It will be remembered that on August 30th the Chinese Government sent to the Secretary-General for communication to States Members and to the Advisory Committee set up under the League Assembly's resolution of February 24th, 1933, a statement on events in China from July 7th, the date of the Sino-Japanese incident \*

On September 12th the Chinese Government sent a supplementary statement to the Secretary-General. This statement dealt successively with the military and political aspects of the question,

the action of the Japanese fleet against Chinese shipping, the Japanese bombing of Red Cross units and non-combatants, and the wanton destruction by Japan of educational and cultural institutions.

In another communication forwarded on the same date, the Chinese Government denounced "Japanese aggression against the territorial integrity and existing political independence of China, a Member of the League of Nations." The situation thus created fell within the purview of Articles 10, 11 and 17 of the Covenant—Japan having ceased to be a member of the League. The Chinese Government therefore

\* See Monthly Summary, Vol. XVII., No. 3, page 168.

invoked the application of these Articles and appealed to the Council to advise upon such means and take such action as might be appropriate to the situation.

In the Assembly on September 15th M. Wellington Koo referred to the aggression to which "his country had once more been subjected by Japan . . . which had despatched to China more than 300,000 troops and hundreds of military warplanes, in pursuit of political domination and territorial conquest" Japan was thus carrying out a plan for the conquest of North China and relied on the use of force for its accomplishment.

The speaker denied that over-population and the lack of raw materials could explain Japan's action. She was in the grip of the war party, which kept the people in a state of war psychosis in order to usurp political power at home and achieve territorial conquest abroad. This party's idea of peace in the Far East was a "*pax japonica* and its conception of order abject acceptance of Japanese domination." Its policy aimed not only at the political domination and conquest of China, but also at the elimination of foreign interests and the eventual expulsion of Europe and America from their territorial possessions in Asia. In resisting Japanese aggression China was not only defending her own territory and sovereignty, but also safeguarding the rights and interests of foreign powers within her territory.

The moral aspect of the situation was even more significant than the material. Could international law and treaty obligations always be disregarded with impunity? The Chinese representative thought that this policy of armed aggression in flagrant violation of international law should be clearly denounced. The illegal blockade of the coast of China should also be expressly repudiated. It might be claimed that the times were difficult and that there were preoccupations in Europe, where the situation was anything but reassuring. But the situation in Europe was really not unconnected with the situation in the Far East. The principle of collective security which underlies the Covenant was the only logical and sound basis for any system of organised peace in the world.

M. Wellington Koo therefore called on the League to take urgent action. Referring to the Chinese Government's appeal, he added that it was for the Council to decide whether to proceed itself to consideration at once, or to lay the question before the Assembly at the same time, or to refer it first to the Advisory

Committee on the Sino-Japanese conflict set up by the Assembly on February 24th, 1933.

On September 16th the Council requested the Secretary-General to take the necessary steps so that the Advisory Committee might meet as soon as possible and proceed to examine the situation to which attention had been directed by China.

This Committee was set up in virtue of Article 3, paragraph 3 of the Covenant, by which "the Assembly may deal at its meeting with any matter within the sphere of action of the League or affecting the peace of the world," and had been instructed "to follow the situation, to assist the Assembly in performing its duties under Article 3, paragraph 3, and, with the same objects, to aid the Members of the League in concerting their action and their attitude among themselves and with non-member States."

In accepting the Council's decision, the representative of China said that the Council remained seized of the appeal and that his Government reserved the right, if and when circumstances required it, to ask the Council to take action in accordance with the procedure of Article 17 of the Covenant which, in addition to Articles 10 and 11, had been formally invoked in the appeal.

The Advisory Committee met on September 21st.\*

On the previous day, the Government of the United States had authorised its Minister in Berne, Mr. Harrison, to take part in the discussions of the Advisory Committee under the same conditions as in 1933, i.e., without the right to vote.

The Committee appointed M. Munters, Foreign Minister of Latvia, Chairman, and invited China and Japan, as parties to the dispute, and also Germany and Australia, to participate in its work. The invitation was accepted by China and Australia and declined by Germany and Japan.

On September 27th the Committee, after hearing a general statement by the representative of China, voted a resolution concerning the air bombardment in China by Japanese aircraft.

The resolution is as follows:

"The Advisory Committee,

"Taking into urgent consideration the question of the aerial bombardment of open towns in China by Japanese aircraft,

\* This Committee is composed of the representatives of the following States: Belgium, Bolivia, United Kingdom, Canada, Colombia, Czechoslovakia, Ecuador, U.S.A., France, Hungary, Iran, Italy, Latvia, Netherlands, New Zealand, Peru, Poland, Portugal, Roumania, Sweden, Switzerland and U.S.S.R.

" Expresses its profound distress at the loss of life caused to innocent civilians, including great numbers of women and children, as a result of such bombardments,

" Declares that no excuse can be made for such acts which have aroused horror and indignation throughout the world,

" And solemnly condemns them "

On the following day this resolution was adopted by the Assembly.\*

The Committee instructed a Sub-Committee, under the chairmanship of the Latvian representative, and consisting of the representatives of Australia, Belgium, United Kingdom, China, Canada, France, Netherlands, New Zealand, Poland, Sweden, and U.S.S.R., to examine the situation arising out of the Sino-Japanese conflict, to discuss the questions involved and to submit to the Committee such proposals as it might think fit†

On October 5th this Sub-Committee submitted two reports to the Advisory Committee

The first gave a general outline of events in China since July 7th, examined the treaty obligations of the parties to the dispute and drew certain conclusions.

With reference to the facts, the Sub-Committee pointed out that at the beginning of July, 1937, there were about 7,000 Japanese soldiers in Northern China. These troops were kept there on the basis of the Protocol of September 7th, 1901 (and its annexes) concluded between China and the Powers having Legations at Peking. Under this agreement China recognised the right of each Power to maintain a permanent guard in the Legations Quarter at Peking and to occupy certain specified points for the maintenance of open communication between the capital and the sea. These troops had the right of carrying on field exercises and rifle practice.

The Powers other than Japan had only very small detachments in Northern China (for instance, 1,000 British and from 1,700 to 1,900 French). The presence of a much greater number of Japanese effectives and the frequency of their exercises and manoeuvres caused anxiety to China, to which must be added Japan's

political action in the north of the country, as well as events in Manchuria and Jehol

Thus the incident at Loukouchiao, 13 kilometres south-west of Peiping (Peking) on July 7th occurred in an atmosphere of tension. The Chinese and Japanese versions of the incident differ; it occurred between the Chinese garrison and the Japanese troops carrying out night manoeuvres in the district.

Negotiations took place between the Chinese local authorities and the Japanese military authorities with a view to a settlement of the incident. Communications also passed between the Chinese and Japanese Governments, the latter insisting that a local situation which would confirm its influence in North China should be obtained without Nanking.

Meanwhile reinforcements were hastily despatched by Japan to Manchuria and it was announced that troops of the Chinese Central Government were being sent to the north. Invoking the Tangku Armistice Convention of May 31st, 1933, and the Umezu-Ho Agreement of June 10th, 1935, an agreement disputed by China, Japan warned the Nanking Government of the serious consequences that would follow the despatch of its troops into Hopei. At the end of July hostilities began in North China, at a time when local negotiations were being carried on. The Japanese occupied Peiping and Tientsin. A new Government favourable to their influence was set up in Hopei, and the Japanese expeditionary force, consisting, on Chinese estimates, of more than 250,000 men, advanced far beyond the frontiers of that province.

Operations were extended during August to the district of Shanghai, following an incident that occurred on the 9th between the members of the Japanese landing party and members of the Chinese Peace Preservation Corps. Japan at once concentrated thirty-eight warships in the area and despatched further an expeditionary force estimated by the Chinese at more than 100,000 men.

Since that time the operations of the Japanese armies have extended further in Northern and Central China, raids have been carried out by Japanese aircraft on the ports and cities of the interior, and the Japanese fleet, which has prohibited movement of Chinese shipping on the coasts of China, is patrolling these coasts to prevent the bringing of supplies to the country by Chinese vessels, a number of which have been sunk.

The report then mentions the three principal treaties governing relations between China and

any general bombing of an extensive area wherein there resided a large population engaged in peaceful pursuits was unwarranted and contrary to principles of law and of humanity.

† The representative of the U.S.A. took part in the meetings of the Sub-committee on the same conditions as those governing his participation in the meetings of the full Committee

Japan: the Protocol of September 7th, 1901, already mentioned, the Treaty of Washington of February 6th, 1922, in which the contracting Powers, other than China, agreed to respect the sovereignty, independence and territorial and administrative integrity of China, and finally the Paris Pact of August 27th, 1928.

The report analyses the official declarations in which the Chinese and Japanese Governments have stated their attitude and policy since the beginning of operations, and concludes by asserting that the two countries take very different views as to the underlying grounds of the dispute, and as to the incident which led to the first outbreak of hostilities, but that the *military operations carried on by Japan against China are out of all proportion to the incident that occasioned the conflict*; that such action cannot possibly facilitate or promote the friendly co-operation between the two nations that Japanese statesmen have affirmed to be the aim of their policy; that it can be justified neither on the basis of existing legal instruments nor by the right of self-defence, and that it is in contravention of Japan's obligations under the Treaty of Washington of 1922 and under the Pact of Paris.

In its second report, the Sub-Committee stated that the present situation in China was a matter of concern not only to the two States in conflict but, in a greater or less degree, to all States. Many Powers were already directly affected in the lives of their nationals and in their material interests. But even more important was the interest which all States must feel in the restoration and maintenance of peace. It was the League's duty as well as its right to attempt to bring about a speedy restoration of peace in the Far East, in accordance with existing obligations under the Covenant and the treaties. It could not be admitted that the conflict could of right be settled only by direct methods between the Chinese and Japanese Governments. On the contrary, any appropriate means by which peace might be re-established, in conformity with the principles of the Covenant and the provisions of existing treaties, must be examined. Even at this stage of the conflict, before considering other possibilities, further efforts must be made to secure the restoration of peace by agreement. The League could not lose sight of the fact that one party was not a Member of the League and had, in relation to the work of the Advisory Committee, expressly declined to co-operate in political matters with the League.

In Article VII of the Treaty of Washington of 1922 the contracting Powers had agreed that,

whenever a situation arises which in the opinion of any one of them involves the application of the stipulations of the Treaty and renders desirable discussion of such application, there should be full and frank communication between the contracting Powers concerned.

The first step which the Assembly should take would be to invite those Members of the League who were parties to the Treaty of 1922 to initiate such consultation at the earliest practicable moment. They should meet forthwith to decide upon the best and quickest means of giving effect to the Assembly's invitation. The report expressed the hope that the States concerned would be able to associate with their work other States which had special interests in the Far East, in order to seek a method of putting an end to the conflict by agreement. The States thus engaged in conversation might at any stage consider it desirable to make proposals through the medium of the Advisory Committee to the Assembly. The report recommended that the Assembly should not close its session and should declare the League's willingness to consider co-operation to the maximum extent practicable in any such proposals. The Advisory Committee should in any case hold a further meeting (whether at Geneva or elsewhere) within a period of one month.

Pending the results of the action proposed, the Assembly should express its moral support for China and recommend that Members of the League should refrain from taking any action which might have the effect of weakening China's power of resistance and thus of increasing her difficulties in the present conflict, and should also consider how far they can individually extend aid to her.

The Sub-Committee's two reports were approved by the Advisory Committee, which decided to forward them to the Assembly, the Members of the League and the Government of the United States of America.

The Assembly considered these reports and the following draft resolution on October 5th and 6th:

"The Assembly:

"Adopts as its own the reports submitted to it by its Advisory Committee on the subject of the conflict between China and Japan;

"Approves the proposals contained in the second of the said reports and requests its President to take the necessary action with regard to the proposed meeting of the Members of the League which are Parties to the Nine-Power Treaty signed at Washington on February 6th, 1922,

"Expresses its moral support for China, and recommends that Members of the League should refrain from taking any action which might have the effect of weakening China's power of resistance and thus of increasing her difficulties in the present conflict, and should also consider how far they can individually extend aid to China ;

"Decides to adjourn its present session and to authorise the President to summon a further meeting if the Advisory Committee so requests "

The resolution was adopted, the delegations of Poland and Siam abstaining

In accordance with this decision, the President of the Assembly at once sent letters to the Governments of the Members of the League who were Parties to the Treaty of Washington, to invite them to initiate the consultation provided for under Article VII of that Treaty \*

## 2. SITUATION IN SPAIN AND KINDRED QUESTIONS

The Council and the Assembly during their September-October sessions dealt with the international problems arising in connection with the conflict in Spain. The Council considered the state of insecurity in the Mediterranean, while the other questions were discussed by the Assembly's Sixth Committee and by the Assembly itself.

### I. Council.

On August 21st, the Spanish Government, in a communication to the Secretary-General, asked the Council, in virtue of Article 11 of the Covenant, to consider the situation brought about by the repeated attacks on Spanish merchant ships. These attacks constituted "a new and particularly flagrant aggression on the part of Italy against the Spanish Republic"†

At the beginning of its session on September 10th, the Council placed this appeal on its agenda.

\* The following is the list of Members of the League who were parties to the Treaty relating to principles and policies to be followed in matters concerning China, signed at Washington, February 6th, 1922 :

Union of South Africa	France
Australia	India
Belgium	Italy
United Kingdom.	Netherlands
Canada	New Zealand
China	Portugal
Signatories of the Treaty ; together with .	
Bolivia	Norway
Denmark	Sweden
Mexico	

who subsequently adhered thereto

The United States of America and Japan, as signatory Powers, are also Parties to the Treaty.

† See Monthly Summary, Vol. XVII, No. 8, page 168.

The afternoon of the same day, a Conference was summoned at Nyon, on the initiative of the United Kingdom and France, to deal with the state of insecurity in the Mediterranean. The Conference was attended by the United Kingdom, Bulgaria, Egypt, France, Greece, Rumania, Turkey, U.S.S.R. and Yugoslavia

On September 14th, the members of the Conference signed an agreement upon collective measures to be taken in relation to "practical acts by submarines . . . against all merchant ships not belonging to either of the conflicting Spanish Parties."

A supplementary agreement was concluded at Geneva on September 17th relating to measures to be taken against similar acts by surface vessels and aircraft.‡

The Council considered the appeal of the Spanish Government concerning the insecurity of navigation in the Mediterranean, on September 16th, before the above supplementary agreement had been concluded.

The representative of Spain, M. Negrin, in stating the reasons for his appeal, referred in particular to the series of attacks to which Spanish merchant vessels, and afterwards those of other nationalities also, had been subjected in almost all parts of the Mediterranean. He referred, in particular, to the "Campesador," which was sunk off the coast of Tums without previous warning "by two Italian destroyers." He protested against the consideration and decision of questions concerning the Mediterranean by the Nyon Conference without Spain's having been invited to be present, but recognised that the measures decided on might contribute to reduce the insecurity in that sea, provided they were applied firmly and energetically. He then spoke in regard to the Nyon Agreement which established a collective sanction only against attacks on non-Spanish vessels and only when they were attacked by submarines contrary to the international laws of war, thus making a discrimination which, from the moral and legal points of view, diminished the protection enjoyed by all vessels "from the fact that all attacks in peace time, taking place in no matter what conditions or circumstances, were considered as a veritable crime, contrary to the most essential principles of the most sacred laws of peace between nations."

The Spanish Government considered that the system of collective protection should be

‡ The President of the Nyon Conference, M. Delbos (France), asked the Secretary-General, in a letter dated September 21st, to communicate the text of the Agreements to the members of the Council. The Agreements are reproduced in the annex.

extended not only to attacks made by surface ships, as well as to attacks by submarines, even if they conformed to the international laws of war, "but even, and above all, to abolish the unjustifiable exclusion of Spanish shipping from the system of collective protection accorded by the Nyon Agreement." M. Negrin asked the Council to approach the question of security by facing the reality that underlay it, and by brushing aside the fiction that the acts of aggression against merchant shipping in the Mediterranean were due to some kind of natural phenomenon whose origin and causes were unknown. These aggressions were, he declared, the work of surface or submarine warships belonging to the Italian Government. He hoped that the Council's resolution would take account of the enormous importance for all of "re-establishing the indivisible security of navigation in the Mediterranean without any special limitations."

The representative of France, M. Delbos, speaking as President of the Nyon Conference, said that he would transmit to the Governments' signatories to that Agreement the wishes of the Spanish representative in regard to the widening of the provisions adopted. Though such measures might not have the scope that M. Negrin desired, the importance of the results obtained must not be under-estimated. If the Nyon Agreement provided only for the repression of certain attacks, it was natural that acts of a less serious nature should not involve the same repression, but that did not mean that such acts were legitimate. Moreover, the question of attacks by aircraft and surface vessels was to be dealt with at an early date. The Agreement thus completed would not be perfect, but, said M. Delbos, "it seems to me undeniable that the greater security which we have won in the Mediterranean has been won for all."

The New Zealand representative expressed the hope that the League Committees would have in mind that the purpose of their meeting was to protect humanity and to oppose unwarranted attacks upon innocent people. He was followed by the representative of the U.S.S.R., who said that the League was called upon to protect all its Members from every kind of aggression. The Council debate was then adjourned, and was resumed on October 5th, after other international problems that had arisen in connection with the Spanish conflict had been considered by the Assembly. The Council, on the motion of its President, then passed the following resolution:

#### "The Council,

"1. Noting that, at the present session, the representative of Spain has preferred to call its attention only to the question of the insecurity of shipping under the Spanish or other flags in the Mediterranean, reserving for the Assembly the consideration of the other international problems that have arisen in connection with the struggle in Spain;

"2. Having regard to the Arrangement signed at Nyon on September 14th, 1937, whereby the participating Powers agreed upon special collective measures to prevent submarine attacks in the Mediterranean upon any non-Spanish ships,

"3. Having regard to the Agreement supplementary to the Arrangement of Nyon, signed by the same Powers at Geneva, on September 17th, 1937, whereby they agreed upon measures to deal also with similar acts committed by surface vessels or aircraft—measures which meet one of the points with regard to which the representative of Spain expressed concern in his speech in the Council on September 16th;

"4. Noting the explanations given to the Council by the representative of France, President of the Nyon Conference, concerning the scope of the Nyon Arrangement;

"5. Observing that the measures agreed upon at Nyon 'without prejudice to the possibility of further collective measures being agreed upon subsequently' by the participating Powers have proved effective,

"6. Having heard the observations made by various Members of the Council at its meeting of September 16th, 1937;

"7. Notes that attacks have taken place in violation of the most elementary dictates of humanity underlying the established rules of international law which are affirmed, so far as war time is concerned, in Part IV of the Treaty of London of April 22nd, 1930, rules which have been formally accepted by the great majority of Governments;

"8. Declares that all attacks of this kind against any merchant vessels are repugnant to the conscience of the civilised nations which now find expression throughout the Council."

Before the resolution was put to the vote, the representative of Poland, M. Komarnicki, said that his Government considered that the Nyon Agreement belonged to that class of arrangements that might contribute towards a relaxation of international tension or towards the maintenance of peace. Nevertheless, the Polish Government, being always devoted to the principle that certain States cannot by their actions engage the responsibility of other States which have not participated in those actions, was unable, within the League of Nations, to give its approval or disapproval to an agreement which it had not signed.

The Bolivian representative said he would vote for the resolution, but desired to repeat

the reservation that he had already expressed in the Assembly concerning a resolution arrived at at a meeting of Members outside the League of Nations and without a preliminary resolution by the Council or the Assembly

The representative of Sweden also voted for the resolution after stating that the conclusion and application of a convention providing for repressive measures in respect of certain cases of an exceptional gravity, did not give the slightest shadow of legitimacy to illicit acts that are not expressly referred to in the convention.

The representative of Spain, M. de Azcárate, associated himself with the reservations that had been expressed regarding the procedure by which special international questions were dealt with by particular conferences, more especially when all the Powers that were really concerned were not invited to such conferences. He referred to the two essential points raised by M. Negrin in his speech in the Council on September 16th, and was pleased at the conclusion of the supplementary agreement of the 17th relating to attacks by surface vessels or aircraft. He trusted that in the future the provisions of the Nyon Agreement would be extended to Spanish vessels. Referring to his Government's right to come before the Council again in the event of further attacks in the Mediterranean, the Spanish representative voted for the resolution, subject to the observations he had made

## II.

### *Assembly.*

In the Assembly on September 18th, the President of the Spanish Council of Ministers, M. Negrin, at the end of his speech on international problems arising out of the conflict in Spain, made the following declaration.

"The Government of the Republic considers that it has the right to make the following requests:

"(1) That the aggression of Germany and Italy in Spain be recognised as such.

"(2) That, in consequence of this recognition, the League examine as rapidly as possible the means by which that aggression may be brought to an end

"(3) That full rights once more be given to the Spanish Government freely to acquire all the war material it may consider necessary.

"(4) That the non-Spanish combatants be withdrawn from Spanish territory.

"(5) That the measures to be adopted for security in the Mediterranean be extended to Spain, and that Spain be granted her legitimate share in them."

In conclusion, the Spanish representative asked that that part of the Secretary-General's report on the work of the League that dealt with the situation in Spain and allied questions should be referred to the Sixth Committee.

After several speakers, including the representatives of France and the United Kingdom, had stated their countries' attitude in regard to events in Spain, the Assembly on September 20th decided that the chapter of the report in question be referred to the Sixth Committee.

That Committee, after two days' debate on September 27th and 28th, set up a Drafting Committee consisting of the representatives of Colombia (Chairman), Argentine, United Kingdom, Spain, France, Mexico, Norway, Poland, U.S.S.R. and Yugoslavia, to draw up a draft resolution.\*

On September 30th the Drafting Committee laid before the Committee the following draft resolution, which was adopted by the latter, the representatives of South Africa, Austria, Bulgaria, Hungary, the Irish Free State and Portugal abstaining:

#### "The Assembly:

"(1) Associates itself with the Council in recalling that it is the duty of every State to respect the territorial integrity and political independence of other States—a duty which, for Members of the League of Nations, has been recognised by the Covenant;

"(2) Affirms that every State is under an obligation to refrain from intervening in the internal affairs of another State.

"(3) Recalls the special undertakings entered into by the European Governments, and the London Non-Intervention Committee which, in the intention of the countries to whose initiative it owes its origin, was set up for the purpose of restricting the Spanish conflict and thereby safeguarding peace in the rest of the world;

"(4) Regrets that not merely has the London Non-Intervention Committee failed, despite the efforts of the majority of its members, of which the Assembly expresses its appreciation, to secure the withdrawal of non-Spanish combatants taking part in the struggle in Spain, but that it must to-day be recognised that there are veritable foreign army corps on Spanish soil, which represents foreign intervention in Spanish affairs,

"(5) Observes that the Council in its resolution of May 29th last, justly described this withdrawal as 'the most effective remedy for a situation, the great gravity of which, from the standpoint of the general peace, it feels bound to emphasise, and the most certain means of ensuring the full application of the policy of non-intervention';

\* The Argentine representative did not attend the meetings of the Drafting Committee

"(6) Sincerely trusts that the diplomatic action recently initiated by certain Powers will be successful in securing the immediate and complete withdrawal of the non-Spanish combatants taking part in the struggle in Spain ;

"(7) Appeals to the Governments, which must all be animated by the desire to see peace maintained in Europe, to undertake a new and earnest effort in this direction ;

"And notes that, if such a result cannot be obtained in the near future, the Members of the League which are parties to the non-intervention agreement will consider ending the policy of non-intervention ;

"(8) Requests the Council, in view of the provisions of Article 11 of the Covenant of the League, to follow attentively the development of the situation in Spain and to seize any opportunity that may arise for seeking a basis for a pacific solution of the conflict "

In the Assembly on October 2nd amendments to the resolution were moved by the delegations of Austria and Hungary.\* The amendments were not adopted. A vote was then taken on the resolution.

The following thirty-two delegations voted in favour: Afghanistan, Australia, Belgium, United Kingdom, Canada, China, Colombia, Czechoslovakia, Denmark, Egypt, Ecuador, Estonia, Finland, France, Greece, Haiti, India, Iran, Iraq, Latvia, Lithuania, Mexico, Netherlands, New Zealand, Norway, Poland, Roumania, Spain, Sweden, Turkey, U.S.S.R., Yugoslavia.

The delegations of Albania and Portugal voted against and the following fourteen delegations abstained†: Union of South Africa, Argentine Republic, Austria, Bolivia, Bulgaria, Chile, Cuba, Hungary, Irish Free State, Panama, Peru, Switzerland, Uruguay, Venezuela

The resolution, having failed to obtain the necessary unanimity, was not adopted

### 3. TREATY OF MUTUAL GUARANTEE BETWEEN GERMANY, BELGIUM, FRANCE, GREAT BRITAIN AND ITALY DONE AT LOCARNO ON OCTOBER 16TH,

1925

The Council decided, on October 5th, to adjourn to its next ordinary session the consideration of the question of the Treaty of Mutual Guarantee between Germany, Belgium, France, Great Britain and Italy done at Locarno on October 16th, 1925 §

### 4. THE LEAGUE AND THE PAN-AMERICAN PEACE CONFERENCE ||

On September 10th the Council noted a communication from the Secretary-General to the effect that the Argentine Government had, in accordance with the resolution of the Pan-American Conference for the Consolidation of Peace which met in Buenos Aires in December last, forwarded to him copies of the Conventions and resolutions approved by that Conference.

### 5 REQUEST OF THE IRAQI GOVERNMENT. ¶

On September 10th the Council decided, at the wish of the Parties, to withdraw from its agenda the request of the Iraqi Government concerning the boundary between Iraq and Iran.

The two Governments had informed the Secretary-General that their frontier dispute had ended in an agreement which was shortly to be ratified by their Parliaments

## III.—LEGAL AND CONSTITUTIONAL QUESTIONS.

### I. APPLICATION OF THE PRINCIPLES OF THE COVENANT

The Special Committee on the Application of the Principles of the Covenant,‡ known as the Committee of Twenty-eight, met, under the chairmanship of M. Bourquin (Belgium), before the Assembly session on September 10th and

\* These amendments related to two paragraphs of the draft resolution. They were that the end of the fourth paragraph should run as follows: "but that it must to-day be recognised that there are veritable foreign armed forces on both sides on Spanish soil," and secondly that paragraph 7.

† The delegations of the Dominican Republic, Liberia, Luxembourg and Siam were absent.

‡ See Monthly Summary, Vol. XVI, No. 12, page 371.

11th and again during the Assembly on September 25th and 30th

Last December, the Committee laid down its duties and its procedure. A certain number of rapporteurs were appointed to prepare memoranda with the aid of the Secretariat on the chief matters falling within the scope of the Committee's enquiry.

When the Committee met on September 10th the following reports, among those that were to be submitted, had been received. Regional Pacts of Mutual Assistance, by M Paul-Boncour

§ See Monthly Summary, Vol. XVII., No. 5, page 99

|| See Monthly Summary, Vol. XVI, No. 12, page 371.

¶ See Monthly Summary, Vol. XVII, No. 5, page 103.

(France); Participation of all States in the League, and Co-operation between the League and non-member States, by Viscount Cranborne (United Kingdom); Co-ordination of the Covenant with the Pact of Paris and the Saavedra Lamas Pact; by M. Pardo (Argentina); Regional or Continental Organisation of the League, by M. Boris Stein (U.S.S.R.) Several of the reports that it had asked for on individual articles of the Covenant had also been received by the Committee, in particular, those of *M. Entezam* (Iran) on Article 10, *M. Unden* (Sweden) on Article 11, and *M. Rutgers* (Netherlands) on the general obligations under Article 16.

The Chairman reminded members that these reports were merely informative and that their object was not to put forward conclusions, but to facilitate discussion by throwing light on the problems to which they relate. In a letter that he had sent to his colleagues on August 19th, he had informed them of suggestions made to him in private conversations as to the choice of the subjects that might be treated first. The following had been suggested: (1) separation of the Covenant from the Peace Treaties; (2) Article 11, (3) co-operation between the League and non-member States, (4) co-ordination of the Pacts. These suggestions had been well received, although certain reservations were made, some being inspired by the fear that when the agenda was fixed, questions concerning the universality of the League would show a tendency to take precedence over those relating more particularly to the problem of collective security. Others, on the contrary, were actuated by the desire to broach immediately the problem of universality. The observations of the Chilean representative, in reply to the Chairman's letter of August 19th, were in this second category.

In a letter to the Secretary-General, dated September 1st, the Chilean representative, in the name of his Government, deeply regretted "to note the slowness of the procedure hitherto followed." His Government proposed to draw the attention of the Committee and afterwards of the Assembly to the "extreme urgency of broaching by the most appropriate and most rapid means, the problem of the universality of the League, failing which, its very existence is precarious and its action ineffective." He referred to the suggestion made by him at the first session, that the League should communicate with all States not Members "for the purpose of ascertaining their views on the Covenant and the reforms which might induce them to lend it their valuable co-operation."

At the meeting of the Committee on September 10th, *M. Edwards* (Chile) explained his

Government's views and the nature of its proposals. Seven of the twenty States of Latin America had withdrawn from the League and among them the largest State of all, Brazil. If energetic action was not taken, further States would also leave it. The League's moral authority was the only weapon that it could use in the defence of peace. This authority would reach its maximum when all States were Members.

Several members of the Committee, including the representative of Switzerland, *M. Gorgé*, were of the same view as the representative of Chile, whilst others, in particular, *M. Boris Stein*, representative of the U.S.S.R., and *M. Alvarez del Vayo*, representative of Spain, upheld the contrary opinion. They pointed out that it was useless to consult non-member States until Members of the League had made their own intentions clear on the subject of the League. *M. Boris Stein* said that the reasons given by several States for withdrawing and the objections raised by them against the League were sufficiently clear. The representative of Spain said he was opposed to any proposal to secure universality at the cost of a weakening of the essential articles of the Covenant. His country could not be a Member of a League thus transformed, in which the forces of aggression might live comfortably side by side with the forces of peace. In his view, those countries only should be admitted to the League who were ready to lay down their weapons of aggression in entering it. The setbacks it suffered were not due to the Covenant, but to the lack of decision and energy with which it was applied.

The representative of the United Kingdom, *Lord Cranborne*, said that in his report on "The Participation of all States in the League," he had referred to the opposition between those who think that non-member States should first be asked under what conditions they would agree to join or rejoin the League, and those who think that Members of the League should first consider what sort of League they wanted. This was a difficult question which presupposed the solution of a number of other questions. He thought that the Chilean delegate was right in insisting on the priority of that of universality, but it would seem premature to get into touch with non-member States before this question had been studied by the Committee. *Lord Cranborne's* opinion was shared by the French delegate, *M. Lagarde*, among others.

On the other hand, the representative of the Argentine, *M. Ruiz Guñazá*, drew attention to the co-ordination of the pacts which had been

the subject of a report by his fellow countryman, M. Pardo. The representative of New Zealand, Mr. Jordan, referring to the separation of the Covenant from the Peace Treaties that had been developed in a memorandum by the Secretary-General, asked that a small committee should prepare a draft resolution for the Assembly on this subject.

At the end of this discussion, the Committee decided to ask a Committee of Jurists to prepare definite proposals without delay on the subject of the separation of the Covenant from the Peace Treaties; it also decided to place first on its agenda the question of universality, which would be considered together with the point raised by the Chilean representative on the basis of Lord Cranborne's report. The question of the co-ordination of the pacts raised by Argentine would also be dealt with.

The Committee met again on September 25th. It had before it two draft Assembly resolutions, moved by the Chilean and Argentine delegations respectively. It gave effect to these proposals by submitting two resolutions to the Assembly for adoption.

In the first of these, the Assembly appreciated the fact that it had been inspired by the Chilean Delegation's desire to strengthen the League's authority, and declared that it would be eminently desirable for the League to associate the greatest possible number of States with the application of the principles on which it was based, and that the special Committee would be glad to know the observations and suggestions which non-member States and States that had announced their withdrawal might think fit to make in order to assist it. Accordingly it requested the Council to examine the conditions in which such information could be obtained as and when opportunity offered with a view to its being placed at the Committee's disposal.

The purpose of the Argentine proposal, as the Argentine representatives, M. Cantilo and M. Ruiz Guíñazú, brought out during the discussion, was to give a considerable measure of satisfaction to the desire of all Members of the League to increase the possibilities of co-operation with a view to peace, i.e., to promote universality. In a second resolution giving effect to the Argentine proposal, the Assembly declared that covenants of a universal tendency, aiming at the pacific settlement of international disputes, by which States Members and non-members of the League are mutually bound, such as the Pact of Paris of August 27th, 1928, and the Treaty signed at Rio de Janeiro on

October 10th, 1933, on the initiative of the Argentine Republic, are designed, like the League Covenant and in accordance with Article 21, to ensure the maintenance of peace. It further asserted that the Inter-American Conference for the Consolidation of Peace, which met at Buenos Aires on December 1st, 1936, on the initiative of President Roosevelt, was actuated by the desire to supplement and strengthen the League's efforts to prevent war. The Assembly, therefore, declared that in the event of war or a threat of war, the League, while not delaying its own action under the Covenant, would take suitable steps and establish such contacts as might appear to be necessary to associate in its work for peace States that are not Members of the League, but are mutually bound by the above covenants.

These two resolutions were adopted by the Assembly on October 4th.

Before closing its session, the Committee, on September 30th, received the report on the separation of the Covenant from the Peace Treaties, prepared by the special Committee of Jurists set up on September 11th. This latter Committee was presided over by M. Gorgé, representative of Switzerland, and consisted of M. Basdevant (France), Mr. Campbell (New Zealand), Mr. Fitzmaurice (United Kingdom), M. Gajardo (Chile), M. Kulski (Poland), M. Leitmaier (Austria), M. Pella (Roumania), M. Ruiz Guíñazú (Argentine) and M. Yepes (Colombia). The Committee had to examine: (1) the method in which the Covenant might be amended under the procedure of Article 26 in order to eliminate certain expressions that might help to estrange States or induce them to stand aloof from the League; (2) the method by which the Assembly might remove possible misunderstandings as to the essential characteristics of the Covenant itself.

The Committee's report suggested that amendments should be made to the Preamble and to Articles 1, 4, 5 and 23. It also submitted a draft of a resolution in which the Assembly would recommend Governments to ratify the Protocol embodying the amendments proposed.

The Committee of Twenty-Eight decided that this report and draft resolution would be communicated with the minutes of proceedings to the Members of the League for their observations.

The date of the Committee's next session, at which the problem of universality is to be undertaken, will be fixed by the Chairman.

## 2. ELECTIONS TO THE COUNCIL

According to the rules governing the elections to the Council, a *retiring non-permanent member* may not be re-elected for a period of three years unless the Assembly, by a special vote, decides that such member is re-eligible.

Before dealing with the election of three non-permanent Members of the Council the Assembly considered requests for re-eligibility submitted by Spain and Turkey, whose term of office had just expired.

On September 20th these two States failed to secure the necessary two-thirds majority in favour of their re-eligibility.

On the same day the Assembly elected Iran and Peru, and, on September 28th, Belgium, Members of the Council for a period of three years.

## 3 STATUS OF WOMEN.

At the request of ten delegations, the Assembly considered in 1935 the question of nationality and the more general question of the status of women. As regards nationality, it drew the attention of the Members of the League to the *Montevideo Convention of December 26th, 1933*, prohibiting discrimination between the sexes in regard to nationality and asked the Council to follow the development of the problem. As regards the status of women, it distinguished between the question of conditions of employment of women, which was a matter of properly falling within the sphere of the International Labour Organisation, and that of the political and civil status of women, which latter was referred to Governments for observations and suggestions as to the action which the League might take in the matter, and with a request for information as to the position under their existing law. The women's international organisations were also invited to submit statements to the Assembly.

A large number of Governments and associations responded during 1936 and 1937 to the Assembly's request for information. The question of the status of women appeared on the Assembly's agenda this year as a result of a joint request from fifteen Governments

This fact implied a growing interest on the part of Governments in the demand of women for equality of status. Moreover, the debates in the First Committee showed, not only that the women's organisations were anxious that the maximum progress should be made, but also

a sympathetic attitude on the part of Governments to the whole question of equality. It was, however, obvious that Governments had to take into account the practical possibilities of legislation and international action.

The rapporteur for this question to the First Committee made a general survey of the present position of women under the law of different countries. This was based on information supplied by Governments and associations in respect of thirty-eight countries, including twenty-four in Europe, four in Asia, two in Africa, seven in America and Australia. It revealed that:

(1) *Equality of right to their own nationality* is allowed to women by ten countries and refused by twenty;

(2) the right to vote in parliamentary elections and eligibility for election to parliament on an equal footing is enjoyed by women in twenty-four countries and refused in fourteen (nine in Europe);

(3) an equal right to vote and eligibility in local government on an equal footing is accorded to women in twenty-nine countries, and refused in seven (four in Europe);

(4) the equal right for married women to choose their domicile is given only in four countries and refused in twenty-four;

(5) in seven countries married women have an equal right to the guardianship of their children, in twenty they are refused it;

(6) fourteen countries seem to give a woman, married or unmarried, the right to engage in every kind of work, while restrictions of different kinds are imposed in sixteen countries;

(7) equality of rights as regards property, income and earnings is given in twenty-four countries and refused in ten.

The rapporteur was impressed by the process of evolution, many countries reporting recent or contemplated changes in their legislation.

On the proposal of the First Committee, the Assembly adopted a resolution providing for a comprehensive scientific enquiry into the legal status enjoyed by women in the various countries as a result of the provisions of national law. This enquiry will be under the control of a committee of experts of both sexes which the Assembly requested the Council to appoint. The Committee will settle the scope of the enquiry and the distribution of the work among the scientific institutions, including the International Institute for the Unification of Private Law. It will review the work accomplished and ensure that a synthetic survey is made of the whole situation.

The replies of the Governments and the debates in the First Committee, in which twenty-three delegates took part, showed that the status of women was not a question which could at present be settled for all countries by a simple and all comprehensive formula, although some members were inclined to consider that it would ultimately become possible to secure general acceptance for an international convention on the subject, no delegate proposed that the League should at present attempt to have such a convention negotiated under its auspices. Certain delegates pointed out that the status of women was, in their opinion, essentially a matter of domestic jurisdiction and that it should not be considered as falling within the field of League action. Others thought that, at the present stage, legislative progress might be co-ordinated as a result of League action.

The comprehensive study which is to be undertaken and which the First Committee hoped would be completed in three years, is not to cover the matters which the Assembly has already recognised as belonging to the competence of the International Labour Organisation, nor yet questions of nationality.

#### 4 WORK OF THE INTERNATIONAL INSTITUTE FOR THE UNIFICATION OF PRIVATE LAW.

This First Committee reviewed this year, for the second time, the work of the International Institute for the Unification of Private Law, which has its offices in Rome.

While the activities of the Institute are determined by its Governing Body, it rests primarily with the organs of the League to convey proposals to the Institute for studies with a view to the unification, harmonisation or co-ordination of certain matters of private law. The Institute draws up reports on the comparative law of particular subjects and appoints highly qualified international committees of experts to prepare preliminary draft uniform laws. When approved by the Governing Body, these preliminary drafts are forwarded to the Council of the League. The Council decides whether they shall be submitted to the Governments for observations. The preliminary drafts, if so submitted are, in accordance with the established League procedure, subsequently revised by Committees of Experts in the light of the observations made, and are then referred to the Governments again. In addition, the Institute, when so requested, conducts studies in comparative law and issues advisory opinions on questions submitted to it.

So far, two preliminary draft uniform laws, one on sales and the other on innkeepers' liability, have, by the Council's decision, been submitted by the Secretary-General of the League, on January 14th, 1935, for examination by Governments. Nearly all the Governments have replied favourably. As a complement to the preliminary draft uniform law on sales, the Institute has set up a committee of experts to draw up a preliminary draft uniform law on contracts concluded between absent persons and a similar preliminary draft on contracts concluded by agents. These will complete a cycle of subjects of special importance to international trade.

The preparation of a preliminary draft uniform law on arbitration in private law is drawing to its close. In this connection the Institute has taken into account the observations of the International Chamber of Commerce.

Another Committee of Experts has drawn up a preliminary draft uniform law on the civil liability of motorists, and another on uniform regulations for the compulsory insurance of motorists. In view of the importance of these drafts to the development of international communications, they were referred by the Institute to the Communications and Transit Organisation. The Transit Committee decided, at its last session, to entrust their examination to a legal sub-committee, which includes members of the Institute's Committee of Experts.

Co-operation between the Institute and the League is, further, displayed in the investigations in progress as regards the enforcement of maintenance obligations abroad and international loan contracts.

The Committee of Experts appointed by the Council to enquire into assistance to indigent foreigners and the enforcement of maintenance obligations abroad, decided in 1936 to await the outcome of the Institute's work. The Institute, which took up this question immediately after its foundation, appointed an international committee of experts which, in Brussels last August, laid down a number of principles as a possible basis for an international convention.

As a result of a request from the League Committee for the Study of International Loan Contracts, the Institute's Committee of Experts drew up a programme of work with a view to drafting a code of uniform rules on the subject. The League Committee, further, asked the Institute to make a study of comparative law on the question whether and to what extent clauses in loan contracts can, as regards the

manner in which bond-holders are to be represented, prevail over incompatible provisions of national law.

The Institute is likewise studying, in conjunction with the International Institute of Intellectual Co-operation, the problem of intellectual rights, with a view to the preparation of a general convention on authors' rights. The Committee of Experts convened by the two Institutes has produced three different drafts offering proposals for the universal protection of the latter. In connection with the Conference for the Revision of the Berne Convention, the Belgian Government, on the suggestion of the Committee of Experts and of the Brazilian Government, has convened another diplomatic conference whose task it will be to draw up a general convention on authors' rights. Attention was also drawn to the desire expressed by the Second Congress on Comparative Law that the Institute for the Unification of Private Law and the Institute of Intellectual Co-operation should continue the preparation, begun in 1929, of a standard publishers' contract for all forms of reproduction and circulation of intellectual works.

The First Committee paid a tribute to the memory of M. Henri Capitant, Professor of Civil Law in the Faculty of Law, Paris, a former member of the Governing Body of the International Institute for the Unification of Private Law. Through his death the Institute has suffered the loss of a great scholar, and a servant of the idea of peaceful co-operation.

The Assembly noted the First Committee's report on the work of the International Institute for the Unification of Private Law and decided that the work of that Institute should be placed on the Assembly's agenda every year.

#### 5 COUNCIL PROCEDURE.\*

On May 27th, 1937, the Council appointed a Committee to consider certain points in connection with the Council's procedure. This Committee, composed of the representatives of the United Kingdom, Chile, China, France and Poland, submitted a report† containing a number of recommendations bearing on secret meetings, private meetings, adoption of agenda, voting, presidency of the Council, date of sessions, acceptance of gifts, etc.

This report was adopted by the Council on September 29th.

\* See Monthly Summary, Vol. XVII, No. 5, page 93.

† The text of this report is as a Supplement published on page 243.

#### 6. RULES OF PROCEDURE OF THE ASSEMBLY‡

Upon the recommendation of the First Committee, the Assembly decided to maintain for a further period of two years the rule relating to the convocation of the Finance (Fourth) Committee before the opening of the Assembly's session. This rule, provisionally adopted in 1933, has been retained from year to year although it has never been applied in practice.

#### 7. ELECTION OF A JUDGE OF THE PERMANENT COURT OF INTERNATIONAL JUSTICE.

On September 17th the Council decided that the election to the judgeship rendered vacant by the death of M. Hammarström should take place at the Assembly's ordinary session in 1938, unless a session were convened at an earlier date after the expiry of the time-limit fixed for the receipt of candidatures.

#### 8. CONSTITUTION AND WORKING OF LEAGUE COMMITTEES.

##### (a) Communications and Transit Organisation.

In May last the Council adjourned consideration of the draft statute of the Communications and Transit Organisation, prepared by a special committee of experts.¶ This draft had been unanimously approved by the Special Committee, with the exception of the provisions relating to the composition of the Committee for Communications and Transit and the method of electing the States which would be invited, in agreement with the Council, to appoint members of that Committee. On this subject two different points of view had been put forward in the Special Committee, which it had not been possible to reconcile up to that time.

As negotiations had not yet led to any positive result, the representative of France, M. Delbos, rapporteur, proposed to the Council on October 1st that this question be referred to a small Council Committee composed of the representatives of Belgium, the United Kingdom, France, Poland and Roumania. He expressed the view that such a committee, assisted by the technical services of the Secretariat would contribute to speeding up a final solution of the problem.

M. Delbos took the opportunity, in order to allay certain anxieties, and prevent possible divergencies of interpretation, to make it clear that the regulations concerning the administration of the League's finances would continue

‡ See Monthly Summary, Vol. XVI, No. 10, page 287.

§ See Monthly Summary, Vol. XVII, No. 7, page 165.

¶ See Monthly Summary, Vol. XVII, No. 5, page 93.

to apply to the new statute if and when it became effective. He stressed the right of supervision by the Council and the Assembly over the Communications and Transit Organisation in budgetary questions.

The Council agreed with the rapporteur and adopted his proposals.

#### (b) *Intellectual Co-operation*

On September 29th the Council considered draft rules of procedure submitted by the International Committee on Intellectual Co-operation.

The rapporteur, M. Delbos, representative of France, pointed out that the draft conformed strictly to points regarding the conduct of the Committee's work and was in complete agreement with the General Regulations on Committees approved by the Council and the Assembly\*. On one point, however, the Committee had expressed a wish, namely, that the rapporteur should consult the Chairman of the Intellectual Co-operation Committee before submitting proposals for the appointment of new members to the Committee.

M. Delbos added that it was the intention of the representative of France, as long as he retained the position of rapporteur to the Council on matters of intellectual co-operation, to accede to this request.

In regard to the statute of the Intellectual Co-operation Organisation, the Committee was obliged to wait for the views of the National Committees on Intellectual Co-operation, which only met last July, and will be unable to communicate the statute to the Council until later.

#### 9. SIGNATURE AND RATIFICATION OF LEAGUE CONVENTIONS.

On September 30th the Council noted a list of signatures, ratifications and accessions to agreements and conventions concluded under the auspices of the League.

The object of the submission of these lists is to enable the Council to observe the progress which is being made towards general acceptance of these agreements and conventions and, in appropriate cases, to take the necessary measures to further it.

#### 10. INTERNATIONAL ENGAGEMENTS

##### *Registration of Treaties.*

The Treaties and International Engagements registered by the Secretariat of the League during September include :

The Nyon Arrangement with annexes and map, signed at Nyon on September 14th, 1937, between Great Britain and Northern Ireland, Bulgaria, Egypt, France, Greece, etc., together with the supplementary Agreement to this Arrangement (Geneva, September 17th, 1937), presented by the Secretary-General of the Mediterranean Conference.

A Convention between Brazil and Uruguay, regarding the determination of the legal status of the frontier between the two countries (Montevideo, December 20th, 1933), presented by Brazil.

A Treaty of Non-Aggression between China and the U.S.S.R. (Nanking, August 21st, 1937), presented by China.

An additional Agreement to the Convention between Greece and Poland relating to the operation of regular air lines, concluded at Athens on April 22nd, 1931 (Athens, October 5th, 1936), presented by Greece.

A series of Conventions and Agreements between Brazil and Uruguay, regarding artistic exchanges, the exhibition of samples and the sale of national products, the development of tourist traffic and the exchange of publications (Montevideo, December 20th, 1933), presented by Brazil.

An Agreement between Belgium and the Netherlands regarding itinerant merchants (Brussels, June 9th, 1937), presented by the Netherlands.

A Trade Agreement between the United States of America and Costa Rica (San José, November 28th, 1936), presented by the United States.

An Agreement between Great Britain and Northern Ireland and Yugoslavia regarding trade and payments (London, November 27th, 1936), presented by the United Kingdom.

An Exchange of Notes between Great Britain and Northern Ireland and Japan constituting an agreement regarding the termination of perpetual leases in Japan (Tokio, March 26th, 1937), presented by the United Kingdom.

An Exchange of Notes between the United States of America and Japan constituting an arrangement regarding the termination of perpetual leaseholds (Tokio, March 25th, 1937), presented by the United States.

A Convention between Hungary and Yugoslavia regarding the legal treatment of producing or transport undertakings (Belgrade, February 22nd, 1928), presented by Yugoslavia.

A Convention between Great Britain and Northern Ireland and Yugoslavia relating to

\* See Monthly Summary, Vol XVI., No. 1, page 39.

mutual assistance in the conduct of legal proceedings in civil and commercial matters which are being dealt with or which it is anticipated may be dealt with by the respective judicial authorities of the two countries (London, February 27th, 1936), presented by both Governments.

An Agreement between France and Switzerland regarding reciprocal assistance to the unemployed (Paris, June 9th, 1933), presented by France.

A Treaty of Extradition between Brazil and Chile (Rio de Janeiro, November 8th, 1935), presented by Brazil

A Declaration between France and Luxemburg regarding the reciprocal issue free of charge of extracts from civil status records (Paris, June 30th, 1937), presented by France

A similar Declaration between Belgium and France (Paris, July 7th, 1937), presented by France.

A Convention between Hungary and Poland regarding extradition and judicial assistance in criminal matters (Budapest, April 24th, 1936), presented by Hungary.

An exchange of notes between the United States of America and Peru constituting an agreement concerning the exchange of official publications (Lima, October 16th and 20th, 1936), presented by the United States.

A supplementary Treaty to the Treaty of Extradition of July 23rd, 1924, between the United States of America and Roumania (Bucarest, November 10th, 1936), presented by the United States.

A Convention between the United States of America and Canada revising the Convention of May 9th, 1930, for the preservation of the halibut fishery of the Northern Pacific Ocean and Bering Sea (Ottawa, January 29th, 1937), presented by the United States of America.

#### IV.—ADMINISTRATIVE QUESTIONS.

##### I. MANDATES.\*

###### *Discussions in the Council and Assembly.*

The Council, on September 14th, noted the report of the Permanent Mandates Commission on its 31st session (May/June); at this session, the administration of the Mandatory Powers for the following territories was reviewed: Tanganyika, Cameroons and Togoland under British mandate, South West Africa, New Guinea and Nauru †

The Council instructed the Secretary-General to communicate the Mandates Commission's observations to the Governments of the Mandatory Powers and to request them to take the action asked for by the Commission

The Council then noted the report on the Palestine problem, to which the Commission had devoted an extraordinary session (August).‡

Deciding to treat separately the whole part of the Commission's report concerning the "Preliminary Opinion" given at the Council's request—on the report and recommendations of the Royal Commission and on the United Kingdom Government's statement of policy—the Council directed its attention first to the part concerning the administration of Palestine and Trans-Jordan in 1935 and 1936. It reserved the right to deal later with the other questions raised in the "Preliminary Opinion" after they had been specially studied by an *ad hoc* com-

mittee consisting of the representatives of Roumania, Latvia and Sweden.

On this occasion, the representative of the United Kingdom desired to make a statement on the policy of his Government in Palestine and on the Preliminary Opinion of the Commission.

He emphasised that the United Kingdom Government was prepared to give due consideration to the suggestions in the report. He referred to the two-fold origin of the mandate for Palestine: Article 22 of the Covenant, and the Balfour Declaration of November, 1917

That Declaration provided for the creation of a Jewish National Home in Palestine and laid down as a condition that nothing should be done which might prejudice the civil and religious rights of non-Jewish communities in Palestine, nor the rights or political status enjoyed by Jews elsewhere. The Mandatory Power was thus under an obligation to further the establishment of the Jewish National Home, and to guide the country as a whole along the path towards full nationhood.

Mr Eden said that at the time when the mandate was drawn up, it was clearly not contemplated that these two obligations would prove mutually incompatible. No one, of course, supposed that the conflicting interests of Jew and Arab would be easy to reconcile. No one imagined that the future would be free from difficulties, but it was hoped that the two races in Palestine would so adjust their national aspirations as to render possible the establishment of a single self-governing commonwealth

\* Rapporteur, the representative of Roumania.

† See Monthly Summary, Vol. XVII, No. 8, page 173.

‡ See Monthly Summary, Vol. XVII, No. 3, page 169

under a unitary government. This hope had unfortunately not been fulfilled.

Speaking then of the report of the Royal Commission, which concluded that the attempt had failed because the conflict between Arab and Jewish political aspirations had tended to be confirmed by certain provisions of the mandate itself, Mr. Eden added that conditions inside the country and perhaps even more external factors, had intensified the disagreement. These factors were, in particular, the development of anti-Semitism in certain European countries and the growth of Arab nationalism throughout the Arabic-speaking countries. He considered that the policy contemplated some two decades previously had become unworkable and that, therefore, the policy to be followed in the future must be examined. Looking at the problem from a legal standpoint, Great Britain was administering Palestine on behalf of the League; it was, therefore, a problem that concerned the League as a whole.

The Mandatory Power could take no steps towards the modification of the mandatory régime without the League's authority. The United Kingdom Government could not proceed to work out the details of any scheme of partition, such as had been suggested by the Royal Commission, unless it was assured that it had the general approval of the Council.

It was for that general approval that he was asking.

Going into further detail, the United Kingdom representative added:

"All I ask at this stage is that His Majesty's Government shall be given authority to proceed forthwith to work out the details of such a scheme, if possible in co-operation with representatives of both Jews and Arabs, it being understood that no scheme will be put into effect without further reference to, and approval by, the Council.

"The procedure that His Majesty's Government have in mind, if the Council give their general approval to the policy which I have outlined, is to appoint a further special body to visit Palestine, to negotiate with Arabs and Jews, and to submit to His Majesty's Government in the United Kingdom proposals for a detailed scheme of partition. It would be the task of this body to advise, in due course, as to the provisional boundaries of the proposed Arab and Jewish States and of the new British mandated area, and also to undertake the financial and other enquiries for which the Royal Commission recommended that a Financial Commission should be appointed."

Referring to the question of Jewish immigration, he said:

"The Permanent Mandates Commission have drawn attention to the reduction of Jewish

immigration to a total of eight thousand persons in the next eight months. That, as the Commission recognised, is a purely temporary measure designed to meet temporary and exceptional conditions. If, as they say, it is a departure from a principle sanctioned by the Council on a former occasion, my colleagues will, I am sure, appreciate the special circumstances in which this decision has been taken. What is to happen when the period of eight months is over, that is to say, after the 31st of March, 1938, must necessarily depend upon the progress made in the meanwhile with the partition scheme. If the scheme has by that time reached a stage of provisional acceptance, the whole question of immigration, as affecting both the Arab and the Jewish areas, will clearly have to be considered on a fresh basis. The matter is obviously an urgent one, and strengthens the desire of His Majesty's Government to obtain the general authority of the Council to proceed on the lines which I have already indicated.

"In the view of His Majesty's Government in the United Kingdom, partition is the only ultimate solution. It alone admits of the fulfilment both of Article 22 of the Covenant, which contemplates independence as the goal of all territories in the category of A Mandates, and of the obligation to establish in Palestine a National Home for the Jewish people.

"What His Majesty's Government contemplate is not a dual but a tripartite division of the country, for they take it from the terms of Article 28 of the existing Mandate that it is the intention and wish of the League that the Holy Places, including the Christian Holy Places, should remain permanently under League supervision and control. The vast majority of the Christian Holy Places are in the three cities of Jerusalem, Bethlehem and Nazareth. The two latter are almost entirely Christian towns. In the old city of Jerusalem and its immediate environs are not only many historic religious sites, but the religious settlements of many faiths. We think it will be in accordance with the wishes of the vast majority of States Members of the League that, when contemplating the ultimate establishment of Jewish and Arab States in the Holy Land sacred to all three religions, these religious sites and institutions should be placed permanently in the care of a Power acting on behalf of and responsible to the League as a whole for what must always be a sacred trust."

The representative of France, M. Yvon Delbos, expressed the French Government's recognition of the frankness, loyalty and impartiality of the attitude taken up by the United Kingdom Government, faced with the difficulties that it had encountered in the application of the mandate.

"The French Government," he said, "is well aware of the burden of responsibility involved by any mandate in the Near East. In Palestine the responsibilities are enhanced by the special characteristics of a local situation

that has no parallel elsewhere. If the United Kingdom Government, with the undisputed authority which its long experience of affairs in Palestine confers upon it, states that a definitive settlement cannot be sought under the terms of the present mandate, the French Government considers that such a statement deserves the closest attention of the Council."

As for the substance of the question, in order not to impose any limits to the field of exploration for which Mr. Eden asked, the French Government would prefer to reserve its opinion for the moment.

M. Beck, representative of Poland, said that his country was especially interested in the problem owing to the fact that a high percentage of the Jewish population at present established in Palestine had come from his country. The whole problem of emigration was the subject of special solicitude to the Polish Government. Reasons of a historical and sentimental character led the Jewish population in Poland to show special interest in emigration to Palestine. This emigration was developing under the auspices of a body which had rendered great services. M. Beck hoped that the Council and the Mandatory Power would take account of the Polish standpoint and that a thorough and concerted study would be made of all the factors likely to influence the solution of the problem.

"The Mandatory Power," he said, "will no doubt feel called upon to submit draft solutions to the Council. . . The Polish Government's principal anxiety is to ensure for Palestine a maximum capacity of absorption. . . The recent restrictions imposed by the Mandatory on immigration into Palestine naturally constitute obstacles in the way of a constructive policy in respect to Jewish emigration. . ."

Mr. Jordan, representative of New Zealand, was impressed by the extent to which this complex question had been examined, and supported Mr. Eden's proposal.

M. Orts, Chairman of the Mandates Commission, said that the Commission had reached the conclusion that the present mandate became almost unworkable once it was publicly declared to be so by a British Royal Commission and by the Mandatory Power itself.

The Commission had declared itself, in principle, to be in favour of considering a solution involving a partition of Palestine and also in favour of the proposal that the Holy Places should not be under the sovereignty of either of the proposed new States, provided that the new régime was based on Article 28 of the present mandate. As regards the present limitation of

immigration, the Commission agreed to it since it was an exceptional and transitory measure.

On September 16th, the Council noted the report of its Committee, consisting of the representatives of Roumania, Latvia, and Sweden, on the question of the status of Palestine, and adopted the resolution proposed by its Committee.

The resolution runs as follows:

"In view of the United Kingdom Government's Statement of July, 1937, concerning the conclusions of the Royal Commission on Palestine,

"In view of the preliminary opinion given to the Council by the Mandates Commission,

"In view of the statement made by the Representative of the United Kingdom at the Council meeting of September 14th, 1937, and at the discussion on the status of Palestine which took place at the same meeting,

"Having regard to the intention expressed by the United Kingdom Government of pursuing the study of the problem of the status of Palestine while concentrating on a solution involving partition of the Territory,

"Recalling the assurances given in that connection by the Representative of the United Kingdom on the subject of immigration,

"The Council,

"Agrees to the United Kingdom Government's carrying out the aforesaid study and taking such steps as it may entail,

"And, while pointing out that the mandate of July 24th, 1922, remains in force until such time as it may be otherwise decided, defers consideration of the substance of the question until the Council is in a position to deal with it as a whole, and in the meantime entirely reserves its opinion and its decision."

M. Delbos, representative of France, said that his Government would follow with the keenest sympathy the efforts of the United Kingdom to bring about a settlement of the Palestine problem in the spirit of the resolution and with due regard for the interests of all concerned.

On the Norwegian delegation's proposal, the Assembly, as in previous years, discussed the activities of the Mandatory Powers.

A number of declarations were made, in which particular stress was laid on the importance and the complexity of the Palestine problem which is at present before the Council. Views of the highest interest were put forward, not only on the political, legal and humanitarian aspects of the question, but also on the situation of the Jewish population in several European countries.

The Assembly expressed its conviction that the problem of Palestine would be equitably settled, account being taken to the fullest possible extent of all the legitimate interests at stake.

## 2. DANZIG.

*State and Municipality Loans.*

The Trustee of the Municipality of Danzig 7 per cent. Loan of 1925 and of the Free City of Danzig 6½ per cent. Loan of 1927 sent letters to the Council informing it that, on August 27th, 1937, the Senate had made important modifications in the terms of the general bond of the two loans.

The Council rapporteur, M. Sandler, representative of Sweden, reminded the Council that, at the beginning of June, Dr. Hoppenrath (Finance Senator) and Dr. Karl Schaeffer

(President of the Bank of Danzig) went to London to meet the League Loans Committee (London), which is charged with the protection of the interests of bondholders of League Loans. As the result of negotiations, this Committee considered the Danzig Government's proposals to be reasonable and recommended them to the acceptance of the bondholders.

Accordingly the Council, after consulting the Chairman of the Financial Committee, authorised the Trustee to accept the situation created *de facto* by the changes made in the terms of the general bond for the 1925 and 1927 loans.

## V.—SOCIAL AND HUMANITARIAN QUESTIONS.

## 1. REFUGEES.

*International Assistance to Refugees.*

The work of international assistance to refugees during the past year was considered by the Assembly, attention being given to the winding up of the Nansen Office and to the situation of refugees coming from Germany. At the request of the Norwegian delegation there was also a discussion as to the manner in which refugee work might be continued after December 31st, 1938, the date fixed for the closing of the Nansen Office.

1. *Nansen International Office for Refugees.*

The Assembly expressed its satisfaction at the results achieved by the Office in the interests of the refugees and of the countries affording them hospitality, and thanked M. Hansson, President of the Governing Body of the Office, for the energy displayed by him in the service of this cause. It requested Governments which had not yet acceded to the Convention of October 28th, 1933, and to the agreement of June 30th, 1928, to do so. It also made several recommendations in regard to the expulsion of refugees, the Nansen stamp, restrictions on foreign labour in the case of refugees, the transfer and settlement of Armenians in Erivan, Armenians in Greece, the tragic position of the Russians at Shanghai and the absorption of refugees by naturalisation.

2. *Refugees coming from Germany (Jewish and Other).*

The Assembly thanked Sir Neill Malcolm, High Commissioner for refugees coming from Germany, for his efforts on their behalf, and instructed him, in agreement with the Secretary-General, to summon in 1938 a Conference for the adoption of an International Convention for the benefit of such refugees. The principles

of collaboration between Governments and the High Commissioner, on the one hand, and the assistance organisations, on the other hand, were approved as regards the guarantees to be provided by those desirous of emigrating, and States in which refugees are at present resident were recommended to facilitate their emigration. The hope was expressed that the Inter-Governmental Conference would adopt a definition of refugees which would permit of extension to stateless persons coming from Germany of the provisions of Article 1 of the Agreement of July 4th, 1936.\*

3. *Continuation of Refugee Assistance Work.*

The question of the continuation of the work of assistance to refugees was the subject of a debate in the Assembly.

The Sixth Committee had adopted a draft resolution in which it emphasised that the refugee problem, with which the Nansen Office and the High Commissioner in London had been entrusted, still subsisted, and it proposed that the work should be carried on without interruption under the auspices of the League for a specified period, and a scheme for the purpose submitted for observations to Governments not later than May, 1938. The delegate of the U.S.S.R. had not been able to agree to this proposal. Whereupon the delegates of France, Belgium, the Netherlands and Czechoslovakia moved in the Assembly an amendment to the effect that a new draft should be substituted for the resolution proposed by the Sixth Committee.

\* The article in question runs as follows. "For the purposes of the present Convention, the term 'refugee coming from Germany' shall be deemed to apply to any person who was settled in that country, who does not possess any nationality other than German nationality, and in respect of whom it is established that in law or in fact he or she does not enjoy the protection of the Government of the Reich."

During the discussion, M. Grumbach, delegate of France, said that the Sixth Committee had met with an obstacle, the necessary unanimity not having been obtained. The work involved was one of humanity, and France was specially interested in it, for she sheltered almost one-quarter of the refugees in the world. The speaker feared some abrupt solution which might jeopardise the whole scheme, and it seemed preferable to him that the matter should be adjourned to enable the Council to work out a plan on which the Assembly would decide next year.

M. Osusky, delegate of Czechoslovakia, said that in the Sixth Committee a delegation had voted against the resolution and there was no reason to expect that it would do otherwise in the Assembly. If this resolution were rejected, the Nansen Office would not be able to continue its normal activities up to the end of 1938, and the League would be deprived of the possibility of doing effective work on behalf of refugees in the future. On the other hand, if the amendment were adopted, the Office would proceed with its activities in 1938, and a year would be gained in which a settlement might be worked out.

Lord Cranborne, delegate of the United Kingdom, pointed out that international assistance to refugees could not be effective except under the aegis of the League, and that if the work were left incomplete, there would be a most harmful effect on the League's prestige. He could hardly believe that the Government which had opposed the resolution was really determined to frustrate the expressed desire of its fellow-Members, delivering at the same time a serious blow at the League itself, by persisting in its opposition in the Assembly. The effect of the amendment now proposed would be to postpone any decision until the next session. But in the absence of a decision by the Assembly on the general principle, it would hardly be possible for the Council to give directions for the preparation of future plans. It was essential that a decision should be taken immediately in order that arrangements might be made. Otherwise the League's refugee services would have to be wound up in the most unfavourable conditions possible. He was therefore unable to support the amendment.

M. Hambro, delegate of Norway, agreed with what Viscount Cranborne had said, but supported the amendment. He thought that the Nansen Office could not continue its work without the moral and financial support of the League. It should not be impossible for the Council to prepare, in the light of discussions

in the Sixth Committee, a plan for submission to the next Assembly.

Mr. Bruce, delegate of Australia, agreed with the United Kingdom delegation.

M. Rappard, delegate of Switzerland, expressed his Government's sympathy with the League's refugee work and could not believe that a single delegation would take it upon itself to bring this work to naught. He was sorry he could not support the amendment.

The amendment in substitution for the Sixth Committee's resolution was put to the vote and adopted by twenty-five votes, with twenty-two abstentions.

In this resolution, the Assembly refers to its decision taken in 1929 to proceed to the systematic winding up of the refugee work, and to its resolution of 1930 entrusting the regular organs of the League with the political and legal protection of refugees, and the Nansen Office with the humanitarian work. It also mentioned its 1931 recommendation in regard to the adoption of a plan for the liquidation of the Nansen Office by the end of 1938, and the appointment, in 1936, of a High Commissioner for refugees coming from Germany. In confirmation of its previous resolution, it instructed the President of the Governing Body of the Nansen Office to provide for its liquidation and noted that, in accordance with a former decision, the term of office of the High Commissioner for refugees coming from Germany would end on December 31st, 1938.

It thought, however, that the various problems arising out of these decisions necessitated a further consideration at an early date, and requested the Council to draw up, before the next Assembly, a plan for international assistance to refugees.

## 2. TRAFFIC IN OPIUM.

### (a) *Work of the Advisory Committee.*

The report and resolutions transmitted to the Council by the twenty-second session\* of the Advisory Committee on the Traffic in Opium and Other Dangerous Drugs came before the Council on September 16th.

The Council rapporteur, M. Munster, representative of Latvia, said that at its recent session the Committee had concentrated attention upon three essential questions: the clandestine manufacture of narcotic drugs, the situation in the Far East and the preparation for a Conference on the limitation and control of the cultivation of the opium poppy.

\* See Monthly Summary, Vol. XVII., No. 6, page 122.

As regards the first point measures for detecting and suppressing illicit manufacture, the Council adopted the view of the Committee and recommended that Governments should exchange information as to the chemical analysis of drugs seized in the illicit traffic, as this analysis helps the police authorities to determine the origin of the drugs and is therefore of assistance to them in dealing with clandestine manufacture. The Secretariat was also instructed to continue enquiries regarding caffeine, and Governments of countries in which heroin pills were manufactured or seized were recommended to continue to furnish annual statistics of caffeine imports.

With reference to the second point, the Council was much perturbed at the situation in the Far East, and instructed the Secretary-General to give effect to the Opium Committee's resolutions. It stressed once again the importance that it attached to the adoption of more vigorous measures than had been applied in the past to remedy a situation involving the destruction of thousands of human lives, both in China and other parts of the world. It renewed the appeal which it addressed last year to the Japanese Government not to postpone any longer the adoption of legislative measures providing more severe penalties for the illicit traffic and clandestine manufacture carried on by Japanese subjects in China. Owing to the absence of official information on the cultivation of the opium poppy, the clandestine manufacture of narcotic drugs and the use of opium and other drugs in Manchuria and Jehol, a lack which greatly hampers the Committee's work, it accepted the Advisory Committee's suggestion and applied to all Governments of States Members of the League that were in a position to do so to furnish the information required by it, and also to the Governments of the United States of America and Japan.

As regards the third point, the preparatory work for a Conference to consider the possibility of limiting and controlling the cultivation of the opium poppy and the production of raw opium, the Council, being anxious to facilitate the task of the Opium Committee, invited the Governments of Afghanistan, Greece, Hungary and the U.S.S.R. to take part in the discussion on this subject at the Committee's next session, including the meetings of the Preparatory Committee, so that all opium producing countries may have a share in the preliminary work. The Advisory Committee was also authorised to ask for the assistance of any country whose collaboration might be deemed useful.

The Council learnt with satisfaction that the annual reports of Governments contained an increasing amount of useful information, especially on the application of the Conventions. But it expressed the hope that closer co-operation of Latin-American countries might be secured. The majority of these countries still do not send in annual reports, although they have often furnished proofs of the interest they take in the Committee's work.

It also observed that the new Convention of 1936 for the suppression of the illicit traffic in dangerous drugs had so far been ratified only by the Government of India, and instructed the Secretary-General to remind Governments of the importance of ratifying or acceding to this Convention as soon as possible, in order that it might be speedily and universally applied.

The Health Committee had informed the Council that "paracodine" was not covered by the Convention of 1925 nor by that of 1931. The Council decided to forward to Governments parties to the 1931 Convention a Protocol, of which the effect would be to submit paracodine to the same regulations as are provided for codeine. As this protocol was only a supplementary instrument to an existing Convention, a single consultation of Governments might be sufficient. It was therefore decided that States parties to the 1931 Convention should, after this consultation, be invited to send representatives to meet together during a session of the Assembly with a view to the adoption of the Protocol.

It was further decided to communicate to Governments the "Rules Recommended for Effective Control of Pharmacies" adopted by the Opium Committee, and also the revised list of substances and preparations coming under the Opium Conventions of 1912, 1925 and 1931.

The Administration of the International Labour Office had sent the Advisory Committee a resolution regarding the use of opium for smoking by labourers. In its turn, the Advisory Committee adopted a resolution which the Council requested the Secretary-General to put into effect. The resolution of the International Labour Office aims at suppressing opium for smoking. While recognising the efforts made by many countries to attain this object, the Council drew the attention of the Governments concerned to the recommendations contained in these resolutions, with a view to their application in territories where the use of opium for smoking is still permitted, but it recognised the practical difficulties in the way of bringing them into effect within the time limit indicated.

In discussing the work of the Advisory Committee, the Assembly devoted attention to the same questions as were before the Council.

It was happy to note the significant results achieved by the application of the Opium Convention. An examination of statistics for the period from 1931 to 1935 not only shows that the total volume of legitimate manufacture of drugs has been considerably reduced, but also indicates quite definitely that manufacture is being stabilised at the level of legitimate world needs.

The annual average of these needs during the period in question was about twenty-nine tons of morphine, about one ton of diacetylmorphine, and about four tons of cocaine. These three drugs were not manufactured in excess of legitimate requirements.

It is true that in 1936 the manufacture of morphine showed an increase, but this increase was mainly due to a growing use of morphine for the manufacture of codeine and dionine. As these drugs are required for medical purposes, there was no ground for anxiety.

These very encouraging results are due to the establishment by the League of a system of national and international control and to the readiness with which Governments have accepted obligations and have co-operated with one another for the welfare of their peoples.

On the other hand, the Assembly regretted that the 1936 Convention for the repression of the Illicit Traffic in Dangerous Drugs, signed by thirty-two States, had as yet been ratified only by the Government of India. It learnt, however, with satisfaction that Australia, the United Kingdom, Canada, China, Cuba, Japan, the Netherlands and Yugoslavia were taking steps with a view to ratification. The Cuban delegate stated that for practical purposes Article 11 of the Convention had already been applied in his country, since there existed a Central Bureau entrusted with the control of narcotic drugs and corresponding to the Central Office contemplated in the Article.

The Assembly recalled the fact that this Convention was intended to increase the penalties applied to traffickers and to ensure a more effective procedure for the prosecution of offences committed by them abroad. The Convention was framed with the idea that it would be concluded and ratified as a matter of urgency, since its provisions offered, in certain cases, the only effective means of proceeding against traffickers and thus filled an important gap in existing international legislation.

The Assembly unanimously urged Governments to respond to the appeal of the Advisory Committee, asking them to take the necessary measures to ratify or accede to the Convention as soon as possible.

#### *The Situation in the Far East—Clandestine Manufacture and Illicit Traffic*

In spite of the progress achieved by the Chinese Government in carrying out its six-year plan—which aims at decreasing the cultivation and use of opium and the non-medical use of narcotic drugs, with a view to complete suppression in 1940—the situation in the parts of China subject to Japanese influence deteriorated during 1936 and 1937. In 1935, in seven provinces alone, at least fifty-seven cases of illicit manufacture were discovered, exclusive of the provinces which are the principal producers of opium, in regard to which information is lacking. The figures showing seizures made by the Chinese authorities in 1936 are also significant (167 tons of raw opium, half a ton of heroin, a quarter of a ton of crude morphine, a quarter of a ton of morphine and  $7\frac{1}{2}$  tons of red and white pills).

The Chinese delegate drew attention to the danger of the existing drug situation in Chinese territories under Japanese influence, a danger that threatened not only the whole of China but the rest of the world as well.

The evil was becoming an increasing menace to the world. Manufactured drugs which had formerly been transported from Europe to the Far East were now being conveyed illicitly from the Far East towards North America, Egypt and Europe. Canada has been obliged to adopt special measures to stop the flow of drugs from the Far East to the Pacific Coast.

The Assembly was unanimously of the opinion that such a situation should not be allowed to continue, and felt it its duty to draw the attention of public opinion to the danger involved.

It learnt with satisfaction that the Japanese Government had strengthened Japanese legislation against illicit traffickers by three new ordinances applying to Japanese nationals in China, and that it was proposing to ratify the 1936 Convention as soon as possible. It was also noted that the law relating to narcotic drugs, put into force in "Manchukuo" in July, 1937, provided for severe penalties.

The Assembly none the less "repeated its previous earnest appeals to the Japanese Government to take effective measures without delay to put an end to the clandestine manufacture and illicit traffic carried on by Japanese

subjects in China, and requested the Japanese Government to inform the Opium Advisory Committee of the action that was being taken."

It also trusted "that the Chinese Government would not relax its efforts in the face of an admittedly difficult situation, and that it would be able to report to the Opium Advisory Committee a progressive improvement in those parts of China to which neither Japan nor other foreign influence extends."

*Preparatory Work for a Conference on the Limitation of the Cultivation of the Opium Poppy and the Production of Raw Opium.*

The Assembly was unanimous in its appreciation of the progress made by the Advisory Committee both as regards the procedure adopted and the matters of principle on which the interested States had expressed agreement.

It emphasised the need for limiting the production of raw material and pointed out that without such limitation the international control of the drug traffic must be incomplete.

Just as the manufacture of narcotic drugs had been reduced to the level of medical and scientific requirements, so the production of raw opium must be brought within the quantities necessary to supply legitimate world needs. These had been estimated as amounting to rather more than 1,000 tons. World production, excluding that of Afghanistan and China, two large producers, was on an average approximately 1,600 tons in the period 1929 to 1935. To this must be added the enormous amount of accumulated stocks, which alone would suffice to meet legitimate world needs for two or three years. Both from the humanitarian and the economic points of view, excess production on such a scale rendered necessary a limitation of the raw material.

The Assembly was glad to hear that Yugoslavia was ready to take part in the proposed Conference and also learnt with interest that Iran had decided progressively to eliminate the cultivation of the opium poppy, in accordance with a plan already adopted and with due regard to the economic situation of the country and the interests of the growers. The area under poppy cultivation in British India had been reduced by about four-fifths between 1930 and 1935. In Turkey and Iran the area under cultivation was in 1935 less than one-half what it had been in 1931, and in China the Government's plan for the total abolition of the cultivation of the opium poppy by 1940 was in process of execution.

The Assembly was unanimously of opinion that the limitation of the production of raw

opium would have a favourable influence on the gradual and effective suppression of opium smoking. The extensive smuggling at present going on was the inevitable result of an over-production of raw materials and had always been regarded as the principal obstacle to the suppression of smoking.

The Assembly held that the programme of the future Conference should be sufficiently wide to include any problem, such as that of opium smoking, that related to the use of the opium poppy and of raw opium. It should also cover the direct extraction of morphine from the dried poppy plant.

*Further Information on the Situation in Certain Countries.*

The Assembly was informed of the situation prevailing in certain countries.

In Mexico, the menace of narcotic drugs had led the Government not only to strengthen existing measures of repression, but also to entrust the campaign to a single body.

In the Union of Soviet Socialist Republics the process of administrative centralisation has been completed by a system of monopoly. The purpose of this system is primarily to limit the cultivation of the poppy to the amount required for medical purposes and scientific research.

Several delegates, particularly those of Poland and Venezuela, drew attention to the need for propaganda in the medical and auxiliary medical services against the dangers of addiction, and stated that this propaganda was actively pursued in their respective countries.

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Finally, the Assembly affirmed its conviction that the humanitarian work of the League in the campaign against narcotic drugs was one of its activities that had had most effective results and one which best illustrated what might be achieved by the League's technical supervisory organisations.

*(b) Meeting of the Permanent Central Opium Board.*

The Permanent Central Opium Board met from September 7th to 10th with Mr. Lyall (British) in the chair.

During this meeting the Board considered the progress report submitted by the Secretary, and examined the outstanding discrepancies between imports and exports of narcotics in 1936-1937 and cases where imports, during the first part of 1937, exceeded estimates for the countries concerned.

The Board also dealt with statistics of the

manufacture and conversion of morphine and the manufacture of diacetylmorphine, codeine, ethylmorphine and cocaine for the years 1932 to 1936; cases of excess in the manufacture of drugs covered by the Limitation Convention of 1931 over the amounts authorised for the year 1936; consumption of opiates; and the opium situation in Macao.

The meeting was attended by: M. Kusama (Japanese), Mr H. L. May (American), M. Mihcevic (Yugoslav); Professor Tiffeneau (French), Professor Saenz (Uruguayan).

### 3. SOCIAL QUESTIONS.

#### (a) *Work of the Advisory Committee*

For the first time since the Committee was reconstituted, the Assembly reviewed the work of the Advisory Committee on Social Questions.

The Committee's first care was to draw up the programme of its future work, which includes a study of the principles adopted for the administration and organisation of welfare work among the young, including social assistance.

The Assembly, recognising that the training of social workers lies at the foundation of social service, was glad to note that this question had been placed on the Committee's agenda. Social welfare work is growing in importance and is continually entering into new spheres.

Liaison between the Advisory Committee on Social Questions and other organisations, for example the Health Organisation of the League, the International Labour Office, the International Educational Cinematographic Institute, the Mixed Committee for the Problem of Nutrition, and the International Institute of Intellectual Co-operation, is becoming more and more desirable.

The Advisory Committee had considered the question of publishing a review on the work of the League in the social field, but the Assembly, while approving of the proposal in principle, decided for financial reasons to postpone a decision until 1938.

The most important enquiry completed this year in the field of child welfare is that on the neglected and delinquent child. Ever since its first session in 1925, the former Child Welfare Committee had pursued this study under several aspects—the organisation and working of juvenile courts, auxiliary services to juvenile courts, institutions for neglected and delinquent children, child welfare councils, etc.—and had published a series of reports.

The Assembly appreciated the value of this work and hoped that it would receive the fullest publicity.

The Advisory Committee has also dealt with the question of the cinema, the placing of children in families, and the child born out of wedlock.

The work of the Information Centre for Matters connected with Child Welfare developed satisfactorily during the past year and it is now beginning to fulfil the purpose which was assigned to it by the Assembly. The Centre summarised and published the annual reports sent in by Governments; issued the texts of important laws on child welfare which have come into force in the course of the past year, collected information in respect of national organisations which deal wholly or mainly with child welfare; and compiled a card index of international organisations dealing with different aspects of child welfare, and a list of the names and addresses of official organisations in different countries with which members of the Committee can correspond on questions connected with child welfare, etc.

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As regards the traffic in women and children, the Assembly expressed satisfaction with the progress in international legislation. The 1921 Convention for the Suppression of the Traffic in Women and Children has been ratified since the last Assembly by Turkey; the 1923 Convention for the Suppression of the Circulation of and Traffic in Obscene Publications, by Afghanistan and Salvador. Fifty States are thus parties to the first-named and forty-eight to the latter Convention.

The Geneva Convention of 1933 for the Suppression of the Traffic in Women of Full Age has been ratified since September, 1936, by Greece, the Netherlands and Portugal, thus bringing the number of States parties to the Convention up to twenty-two. The Assembly expressed the hope that more countries would accede to this instrument.

The draft Convention for the suppression of the exploitation of prostitution, which is designed to fill the gap left by existing conventions, was sent to Governments for their observations. Replies have been received from thirty-seven Governments. When these replies were considered by the Advisory Committee in April, 1937, it became evident that the Convention, which was framed on abolitionist lines, could not be accepted by regulationist countries, and that it was necessary for the latter to make reservations in respect of the main operative articles. It was decided to appoint a Sub-Committee to consider the best way of meeting this difficulty. This Sub-Committee, which met

in June, proposed some changes in the draft and recommended that instead of making reservations, the regulationist countries should, at the time of signature, make a declaration that they are in agreement with the principles of the Convention and will endeavour to change their legislation within the next few years. These proposals have been referred by the Council to Governments and, if they meet with general agreement, the question of convening a conference can be considered by the Assembly in 1938.

In spite of repeated appeals to Governments, the annual reports with regard to traffic in women and children and on obscene publications still reach the Committee very irregularly. For the years 1935-36 only fourteen Member States and two non-member States have carried out their obligations under the conventions. Considering that these annual reports constitute the chief source of information with a view to the carrying out of the task entrusted to the League, the Assembly was of opinion that a new effort must be made to improve the situation.

On the other hand, the Assembly noted with satisfaction that considerable progress had been made in various countries within the last year as regards the abolition of licensed houses. Abolitionist legislation is pending in Mexico, Belgium, and Japan. In Egypt, a bill for the suppression of regulated prostitution has been submitted to Parliament. Further, the Argentine Republic has promulgated an Act for the prevention of venereal disease, and bills submitted to the Uruguayan and French Parliaments contain similar provisions, entailing either the closing of licensed houses or the abolition of regulation of prostitution.

The enquiry into the rehabilitation of prostitutes is nearing its final stage. The Assembly decided that the early publication of this information would be of great service to countries contemplating the creation or extension of social services for the treatment of venereal diseases. It agreed with the Advisory Committee's proposal to undertake an enquiry into preventive measures regarding prostitution, with special reference to minors.

The Assembly expressed its appreciation of the results of the Conference of Central Authorities in Eastern Countries, held at Bandoeng in February, 1937,\* under the auspices of the League, and was pleased to observe the agreement reached with regard to

the measures to be taken by Governments in Eastern countries in dealing with the traffic in women and children.

Having examined the recommendations of the Conference, which are designed to secure closer co-operation between the authorities concerned and to ensure more effective co-ordination of their efforts, the Assembly considered the question of creating a Bureau of the League of Nations in the East, to receive and circulate information relating to the traffic in women, in somewhat the same manner as the Bureau of the Health Organisation at Singapore.

Before taking a final decision on the subject, however, the Assembly thought that the best way to determine the details of its organisation would be to consult directly the Governments concerned, and it requested the Council to appoint an expert adviser to discuss the matter with the competent authorities on the spot as soon as possible.

(b) *Convention for the Suppression of the Exploitation of Prostitution of Others.*†

The Advisory Committee on Social Questions decided to submit to the Council a Draft Convention on the Suppression of the Exploitation of Prostitution of Others, and to ask the Council to instruct the Secretary-General to place on the Assembly's agenda the summoning of an international conference for the conclusion of such a convention.

The Council decided on September 14th to comply with this request.

(c) *Assistance to Indigent Foreigners.*‡

The Council dealt on September 14th with the problem of assistance to indigent foreigners.

The Committee of Experts on this question suggested in 1933 that a Convention should be concluded. Thirty-five Governments and four international organisations had sent in their views on the subject to the Secretary-General. On the basis of these observations, the Committee prepared a new draft of the Convention and, in accordance with the procedure adopted by the Assembly in 1937, the Council decided, in May, 1936,§ that Governments should be consulted once more.

In September, 1936, the Assembly found that the number of replies received to this second consultation was insufficient and thought

† See Monthly Summary, Vol. XVII, No. 4, page 76.

‡ Rapporteur: the representative of Chile, M. Edwards.

§ See Monthly Summary, Vol. XVI, No. 5, page 144.

\* See Monthly Summary, Vol. XVII, No. 2, page 26.

that the summoning of a Conference would be premature. At the same time it invited States Members to send in their views before July 1st, 1937, and asked the Council to take note of these

Accordingly, the Council, having considered the divergence of opinions and the proposals that had been made, concluded that it would be well to convene the Committee of Experts on Assistance to Indigent Foreigners at the beginning of 1938. It requested the experts to study (a) the replies of Governments regarding the second Draft Multilateral Convention and the material obtained as the result of an enquiry into the practical measures applied to indigent foreigners, and (b) to suggest any measures for international action that might be likely to improve their precarious situation

#### (d) *Penal and Penitentiary Questions.*

The Assembly adopted the report on penal and penitentiary questions submitted to it by the Fifth Committee.

#### *I. Treatment of Prisoners.*

During the past year the Governments of the Free City of Danzig, Finland, France, British India, Mexico, Norway, Portugal, Siam and Sweden have sent reports on the treatment of prisoners in their countries to the Secretary-General. Since 1930, when this question was placed on the Assembly's agenda, more than forty Governments have submitted such reports.

This information has been sent to the League in connection with the Standard Minimum Rules for the treatment of prisoners, drawn up by the International Penal and Penitentiary Commission and recommended by the Assembly. These rules lay down the minimum below which, in the opinion of the League, no penitentiary system should fall.

At the request of the League, numerous Governments have distributed copies of the Standard Minimum Rules to their competent national authorities. Their circulation all over the world has induced Governments to compare their penitentiary systems with the recommendations of the League. Several States have recently promulgated new decrees or laws dealing with the treatment of prisoners and, in so doing, have taken due account of the minimum rules.

One event which brought great satisfaction to the Fifth Committee was the decision of the French Government to bring to an end the system of sending convicts to Guiana.

The Assembly expressed the hope that, in

accordance with its resolution of 1934, Governments would continue to keep the League informed as to their penitentiary reforms and that the Secretary-General would make public such reports once a year and transmit them to Governments and the International Penal and Penitentiary Commission.

#### *II. Enquiry into the Number of Prisoners.*

Last year's Assembly decided to have recourse to the good offices of the International Penal and Penitentiary Commission, asking it to institute an enquiry into the number of prisoners over eighteen years of age and into the measures taken in the different countries during recent years with a view to reducing the number of prisoners. The Secretary-General of that Commission reported that the enquiry had been started and that, in 1938, when the information is sufficiently complete, its results would be submitted to the League.

The Assembly appealed to Governments which had not yet sent in their replies to the Commission to do so as soon as possible.

#### *III. Collaboration with Technical Organisations*

In 1931 the Assembly decided to establish close contact with seven technical organisations outside the League, dealing with penal and penitentiary questions. These are: The International Penal Law Association; the International Bureau for the Unification of Penal Law; the International Penal and Penitentiary Commission; the International Criminal Police Commission; the Howard League for Penal Reform; the International Law Association; and the International Penal Law Union.

The Assembly was pleased to note that these organisations had frequently lent their assistance to the League and hoped that this contact would be maintained in futuro.

#### *IV. Treatment of Witnesses and Persons awaiting Trial.*

In 1935, the Assembly instructed the Secretary-General to inform the Governments that its attention had been drawn to the alleged existence in certain parts of the world of various reprehensible practices, not only inconsistent with the Standard Minimum Rules, but also contrary to the principles of rational treatment of prisoners.

This year the Assembly drew the special attention of Governments to the treatment of witnesses and persons awaiting trial.

As several delegates had proposed that this question should be studied, the Assembly requested the Secretary-General to invite the

above-mentioned organisations to forward suggestions as to measures which might be proposed to protect witnesses and persons awaiting trial against the use of violence and any other forms of physical or mental constraint.

#### V. *Position of Aliens Released from Prisons*

The Fifth Committee learned that the Second International Congress of Comparative Law, held at The Hague in August, 1937, had dealt with the subject of moral re-education and social re-adaptation of delinquents, and that it had made a recommendation with a view to dealing with the position of convicted aliens expelled on their release.

The Congress drew attention to the following abnormal situation: When delinquent aliens have served their sentence and should normally return to freedom and to their former occupations, certain Governments now follow the practice of *reconducting them to the frontier* and obliging them to enter the territory of another country without being in possession of a permit to enter. Finding themselves illegally in the new country, these individuals cannot

obtain a permit to work and are led to commit new offences in order to subsist.

It would seem, therefore, to be in the interest both of the States and of the persons exposed to this procedure to find a better way of dealing with aliens released from prison.

The Assembly, considering that only international action could remedy the unsatisfactory situation described; but, recognising that the League had no proper organ which could, at the present time, be asked to study this question, it invited the International Conference for the Unification of Penal Law, which is to meet in Cairo in January, 1938, to place this problem on its agenda.

#### (c) *International Relief Union.*

On September 29th the Assembly noted with interest the efforts made by the International Relief Union in the various spheres to which it has devoted its attention, and particularly as regards measures for the prevention of disasters.

It expressed the hope that the means of action at the disposal of the Union would be strengthened by further accessions.

### VI.—TECHNICAL ORGANISATIONS.

#### I. HEALTH ORGANISATION

##### (a) *Technical Collaboration with China.*

On October 1st the Council considered a request of the Chinese Government for the League's co-operation in "the prevention and control of epidemics and the general relief of the civilian population and refugees" in the critical situation that has arisen in China.

The Council had before it a report submitted by the Council Committee for Technical Collaboration between the League of Nations and China. After gaining an idea of the extent and urgency of the measures required to combat infection and of the inadequacy of the means at China's disposal for this purpose, the Committee had pointed out that the League's assistance must be limited, both as regards its geographical area and the means of action employed. Consequently, while acknowledging that it was not competent to express an opinion on the technical problems raised by the question referred to it, the Committee recommended that the Secretary-General should allocate for the purpose all the funds available under the credits provided for assistance to China, i.e., about 300,000 Swiss francs. It added that the funds in question were not commensurate with the amount of the contribution which the League should provide unless it was to incur the reproach of indifference, and suggested that the Assembly

should agree to increase the credit allocated to technical collaboration with China. This would make it possible to carry out a scheme of assistance in the campaign against epidemics which the Council would no doubt wish to organise, either through the Health Committee or such other organisation as it might consider appropriate.

Finally, the Committee observed that the States bordering on China, which were particularly exposed to the danger of infection, might, for this very reason, be willing to contribute more directly towards the cost of the proposed assistance. Financial support of this kind was highly desirable and fully justified, and the funds allocated in the League budget would not really meet the object in view unless they were supplemented by outside contributions.

The Council, having considered this report, invited the Assembly considerably to increase the credits that it is customary to vote each year for technical collaboration with China, so as to render the desired assistance possible.

The representative of China, Dr. Wellington Koo, insisted on the need for prevention and control of epidemics and for the general relief of wounded civilians and refugees. The need was urgent because the existing situation gave rise to anxiety, not to China alone, but to other countries as well, owing to the possibility of

the spread of epidemics beyond the Chinese frontiers and even overseas.

The representative of the United Kingdom, Lord Cranborne, said that his Government was fully alive to the threatening epidemic situation in China, and was in full agreement with the recommendation that the Health Committee should prepare a plan of action to be set in motion as soon as possible, with a view to advising and assisting the Government of China. In his opinion the Assembly should be invited to increase the annual grant under this category in order to meet the present very exceptional situation. With regard to the setting up of a separate fund to which certain countries would contribute, he reserved the position of his Government.

The representative of Poland, M. Komarnicki, expressed sympathy with the appeal made by China, but wondered whether it would not be better for the League to refrain from increasing the number of its organisations dealing with more or less humanitarian activities, and give a grant instead to organisations such as the Red Cross, whose primary task it was to deal with problems of support and assistance in big epidemics or disasters. He stressed the technical character of the League's participation in this humanitarian work.

The representative of the U.S.S.R., M. Litvinoff, said that the sums required for giving assistance to China should come from League funds, and that it was for the Fourth Committee to deal with the matter. The proposal for the contribution of special funds by States concerned was, he said, one over which the Council had, at the moment, no control.

The representative of New Zealand, Mr. Jordan, speaking of the danger of widespread epidemics, said that his Government thought that the money involved would be well spent. The League should throw all its weight into the effort to prevent the spread of epidemics.

The Secretary-General explained that two points required to be cleared up: the principle of financial assistance by the League and the preparation of a plan by the Health Committee or a sub-committee. M. Wellington Koo observed that the prevention and control of epidemics had always been part of the League's work, and could not be regarded as in any way political.

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When this problem came before the Assembly, it referred it to the Fourth Committee which, in its turn, asked the Supervisory Commission to consider and report on it.

The Supervisory Commission proposed to limit to two million Swiss francs the sum which could be furnished by the League in the circumstances, which were as unexpected as they were exceptional. After indicating the appropriations possible under the budgets for 1937 and 1938, it proposed that, in order to avoid delay, these sums should be drawn from the Working Capital Fund.

The Fourth Committee and the Assembly accepted these proposals, and the Supervisory Commission was requested to study, from the budgetary and administrative points of view, the proposals to be drawn up by the Health Committee and to take a final decision upon them.

#### (b) *Work of the Organisation*

In reviewing the past year's work of the Health Organisation, the Assembly laid stress on the persevering efforts that had been made to draw from it logical conclusions, i.e., to vitalise the results and make them as fruitful as possible.

The main purpose of the Organisation is to produce results capable of immediate utilisation by public communities. It endeavours to associate in its work all those who in any capacity are likely to be interested and to co-operate in it, in order to obtain their assistance in the sphere of practical application.

An important step in this connection has been the constitution of National Committees to assist the Organisation, for instance, in its work on housing.

Since the war most countries have had to face a housing shortage which has sometimes been acute. Governments have been obliged to intervene, to ensure that the less well-to-do sections of the population should have decent housing conditions both in town and country. But mistakes, disappointments and even failures have sometimes been associated with this new policy.

In accordance with its constant practice, the Health Organisation undertook the task of defining the essentials of modern housing hygiene. After a phase of preliminary study, it drew up a programme of work covering the many problems raised by the hygiene of building, housing and national equipment (December, 1935). This programme was put into execution, and the Housing Committee was able in June, 1937, to draw up a first report on the hygiene of environmental conditions (heating, cooling, ventilation, humidity) and noise abatement. In order to carry out the studies provided for in

the programme, seven countries\* have, on the Organisation's proposal, set up National Committees, bringing together individuals and institutions that deal in any capacity with the hygiene of housing: engineers, architects, town-planners and health experts. In the national sphere, these bodies ensure the necessary unity of views and co-ordination. In the international sphere, the necessary liaison is ensured by the fact that the Health Organisation's Commission consists of representatives of the National Committees, who thus provide far more than mere personal assistance as experts.

Another example is constituted by the Health Organisation's enquiry into *nutrition*. Various subjects have been undertaken. Some relate to problems of nutritional science which are still obscure, others to the technical side of enquiries into the dietary habits and the state of nutrition of a population. The Commission is to meet next November to examine the first results obtained, in several countries and under a system of joint co-ordination, by eminent technicians in widely different branches of medicine—biologists, pediatricians, physiologists, clinicians, etc.

In the matter of *physical fitness*, the Health Organisation proposes to act similarly. Last May it arranged for a consultation of highly qualified experts from a number of countries, to discuss the orientation of work on this subject. National administrations have already been requested to examine the findings of these experts and state their views. Two doctors, specialists in questions of physical development, are now visiting the principal physical education institutes of Europe to look into their methods and to study the present movement which tends to make athletics an essential part of the general education of the future citizen. National administrations are also to be invited to set up National Committees grouping together the various institutions dealing with physical education from social, medical, pedagogical and other points of view. Lastly, a Commission of Physiologists is to be appointed to formulate the scientific bases of rational physical training.

It is certain that the *International Conferences* summoned under the auspices of the Health Organisation have had a profound influence by awakening public opinion, showing the urgency and complexity of the problems being dealt with, and enlisting the co-operation of all those who, in various capacities, are to assist in the practical application of the recommendations. From this point of view, the Inter-Governmental

Conference of Far Eastern Countries on Rural Hygiene, which has just met at Java, was very successful.†

In the three-year plan adopted last May by the Health Committee, *rural hygiene* occupies a very important place. In accordance with the proposal made last year by thirteen Latin-American delegations, a Conference similar to that which took place in Europe in 1931 will be held next year in America. So far, the Argentine Republic, Bolivia, Brazil, Canada, Chile, Colombia, Cuba, the Dominican Republic, Ecuador, Guatemala, Mexico, Panama, Peru, the United States of America, Uruguay and Venezuela have expressed their intention of taking part. Thanks to the kindness of the Mexican Government, the Conference will be held in Mexico City in the first week of December, 1938. A Preparatory Committee of the Health Organisation, on which the International Labour Office will be represented, will proceed to America as soon as possible, in order that the agenda may be circulated before the end of the year, and the technical preparation of the Conference expedited. The Mexican Government has already sent one of its experts to Geneva to get into touch with the Health Section and the International Labour Office, and to collect material on rural hygiene.

This year, in connection with the International Exhibition at Paris, the Health Committee organised a *European Exhibition on Rural Housing*, at which thirteen European countries presented their schemes for modern housing and rural environment.

In conformity with the programme mapped out some years ago, the Health Committee contemplates the organisation of a second *European Conference on Rural Hygiene* to consider scientific and practical solutions for problems connected with the living and working conditions of rural populations.

The importance of the work of the *Malaria Commission* was also emphasised by the Assembly. This Commission has lately completed a report which, under the title of "The Therapeutics of Malaria," deals with the question as a whole. The Assembly also mentioned the interest attaching to the Organisation's enquiry into maternal welfare, and referred to the efficiency of the *Epidemiological Intelligence Service* and the assistance given by the Eastern Bureau at Singapore to Far Eastern countries in the prevention of tropical diseases, etc.

It expressed satisfaction at the utility and

\* The United Kingdom, Czechoslovakia, France, Netherlands, Poland, Sweden, and the United States of America.

† See Monthly Summary, Vol. XVII, No. 8, page 176.

extent of the Organisation's enquiries, and adopted a recommendation proposed by the Egyptian representative regarding the extension of the Organisation's work to the Near East. It thanked the Netherlands Government for its part in the successful outcome of the Conference of Far Eastern Countries on Rural Hygiene, held at Bandoeng.

Its thanks were also addressed to the Mexican Government, which has invited the Conference on Rural Hygiene for American Countries to hold its meetings at Mexico City.

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The Council, on October 5th, dealing with certain points that had been considered by the Assembly, requested the Secretary-General to forward to Governments concerned and to the competent organs of the League, the report of the Intergovernmental Conference of Far Eastern Countries on Rural Hygiene, which was held in Java in August, 1937. The Health Committee was asked, within the limits of its competence and with the aid of its technical machinery, to take the action which the Conference proposed to entrust to the League.

With reference to the proposed European Conference on Rural Life that the Assembly desired to meet in July, 1939, the Council authorised the Secretary-General to appoint a Preparatory Committee to determine the scope and agenda of the Conference and undertake the required preparatory work.

Finally, in accordance with the Assembly's suggestion, the Council referred to the Health Committee a number of technical proposals made by delegations, and especially a recommendation of the Egyptian representative for the extension of the Health Organisation's activities to the Near East.

#### (c) *Urban and Rural Housing.*

The housing problem has, to an increasing extent, engaged the attention of public opinion and of the authorities, owing to its effect on the fitness and health of the population, on social conditions and on the national economic life as a whole.

The considerable part played by building in the economic life of nations is shown by the amount of capital invested in house property. This economic rôle is also confirmed by the important position held by the building industry and allied industry and trades in total production.

Even before the war the housing shortage was a serious problem in many countries. After a

temporary improvement which, in certain large towns, took the form of a diminution of overcrowding, the war, with its economic repercussions, and particularly the devaluation of currencies, materially aggravated the situation. In many countries, the State and local authorities found themselves obliged to intervene to an increasing extent in the activities of the building industry.

Official action in the matter of housing was further stimulated in certain countries by the aggravation of the economic depression and of unemployment, which obliged public authorities to create opportunities for work, and hence to undertake the reconditioning and construction of dwellings as public works or by special housing schemes.

The type and importance of the measures taken or contemplated in this connection vary in different countries according to economic and social conditions and to their degree of industrialisation and urbanisation.

In view of the importance of the problem, a number of countries have realised the necessity of adopting a housing policy which will take into account the many factors involved. Others are attempting to define such a policy and desire to profit by the experience gained elsewhere. The study of the various national experiments has been undertaken by the technical organisations of the League and the International Labour Organisation, and is likely to prove of great value.

The programme adopted by the Health Organisation, and approved by the Council in January, 1936,\* aims at the definition for various climates, customs and regions, of standards of what may be described as healthy urban and rural housing and healthy urban and rural areas.

The Economic and Financial Organisation's work in this field includes the study of building activities in relation to the cyclical movement of economic activity in general.

The construction of buildings and, by implication, that of dwellings, has been included in the enquiry into national public works undertaken by the Communications and Transit Organisation.

The study of the part played by urban and rural housing in a public works policy, already begun by the Communications and Transit Organisation and the International Labour Organisation, will be given a fresh impetus by

\* See Monthly Summary, Vol. XVI., No. 1, page 23.

the forthcoming creation of an International Public Works Commission by the International Labour Organisation. The Assembly approved the following plan for an economic and financial investigation by the competent organisations of the League:

1. An international study of the methods employed in various countries for improving housing conditions, with special reference to the cost involved and results obtained, granted the objects in view;

2. A study of the relationship between the activity of the building industry and general economic activity;

3. Studies with a view to making recommendations concerning statistical methodology:

(a) Of methods for estimating future housing needs;

(b) Of methods employed in collecting statistics relating to actual housing accommodation;

(c) Of methods employed in compiling building statistics;

(d) Of methods employed in the statistics of building costs, prices, etc.

The Assembly has, for several years, taken an active interest in the problem of urban and rural housing and it considered that the results of these investigations might be applied by such Governments as so desired in the planning or development of their housing schemes.

#### (d) Nutrition.

After two years' work, the Mixed Committee on the Problem of Nutrition has presented its findings in a report entitled "The Relation of Nutrition to Health, Agriculture, and Economic Policy."<sup>\*</sup>

The publication represents the first attempt that has ever been made to carry out a scientific and impartial study of the problem of human nutrition in its various aspects.

The Mixed Committee made no attempt to prescribe a universal policy, but endeavoured to collect the facts and to set forth the results of practical experiments which have already been made.

With a view to stimulating further action for the improvement of nutritional standards throughout the world, amongst all classes of the population, the Assembly invited the Health Organisation to continue its studies, and requested the Secretariat to publish an annual summary of reports and statements furnished to it by National Nutrition Committees.

## 2. ECONOMIC AND FINANCIAL ORGANISATION.

### (a) Work of the Organisation

In 1936, the Assembly adopted a resolution recommending all States to promote the growth of world prosperity and the improvement of the standard of living of peoples by organising without delay determined and continuous action to re-establish a durable equilibrium between the economies of various countries, by laying more solid foundation for the stability of economic relations and by fostering world trade.

This year, the Assembly enquired into the progress made in this direction, with a view to determining whether an attempt could now be made to prepare practical solutions.

It found that, on the whole, there had been considerable progress during the past year in the world economic situation, although international trade had not so far shown so marked a development as production. The present time would, therefore, seem more favourable for further efforts to bring about an increase in international exchanges, especially as the present political difficulties, serious as they undoubtedly are, do not appear to be an adequate reason for postponing the necessary action. On the contrary, an improvement in economic relations would have a beneficial influence on political relations.

In these circumstances, the Assembly was of opinion that steps might be taken to expedite the study of measures intended to promote international exchanges, in the spirit of the Tripartite Declaration. The Economic Committee and the Financial Committee would be entrusted with the investigation of the means by which support might be given to the efforts of countries desirous of freeing their currency from exchange control.

The Assembly also examined certain other problems which seemed to merit further study. It held that the question of raw materials and especially monetary and economic questions connected therewith (examination of complaints and difficulties experienced with regard to the supply of raw materials, prohibitions and restrictions on the export of raw materials, export duties, the development of natural resources, international regulation schemes for the production and sale of raw materials, monopolies) should be referred to the Economic Committee, which would seek for practical solutions.

The Assembly observed that the nutrition enquiry had thrown new light on economic problems in general, setting in clearer relief the contrast between the progressive increase

<sup>\*</sup> See Monthly Summary, Vol. XVII, No. 8, page 182.

in the world's power of production and the existence of severe poverty with its inevitable ill effects on the health, happiness and life of large sections of the population. It considered that the Economic and Financial Organisation, acting, where appropriate, in co-operation with the *International Labour Office*, should be requested to study the following questions: (1) national and international methods to be employed for raising the standard of living; (2) measures to avoid economic depressions or lessen their severity, (3) improvements in agricultural credit systems; (4) tendencies likely to affect monetary systems; (5) the growth of the indebtedness of States, local authorities and public undertakings, (6) the suppression of fiscal evasion.

On this last point, the Assembly recommended that the Fiscal Committee's work should be actively continued, that replies received from various Governments should be taken into consideration and a report prepared for the Council.

As in 1936, the Assembly emphasised the importance for certain countries of the demographic factor and, particularly, of questions of emigration and immigration. In its view, the demographic factor, like the problem of raw materials, must be taken into consideration in the general investigations that it has suggested.

It noted with satisfaction that the consolidated draft Customs nomenclature that had been in preparation for about ten years was now complete. This draft had been published and would shortly be followed by another volume containing explanatory notes. The Assembly hoped that the Customs nomenclature would have the widest possible application, in view of the many advantages that would result.

Believing that States ought to regard the settlement of the present economic difficulties as the main objective of their policy and that, in the economic as in the political sphere, the whole world ought to make a decisive choice in favour of peace, and recognising that the political atmosphere of the present time was unfavourable, and that the closest co-operation was essential between States that are anxious for the maintenance of peace, the Assembly invited States to follow the guidance of these essential principles of international co-operation.

It reaffirmed the general desire of States Members of the League to pursue the objectives defined in the Joint Declaration of the Governments of France, the United States of America and the United Kingdom, dated September 26th, 1936, and made an earnest appeal to all

countries to lend their support to the League's efforts for attaining practical results and thereby to render its action as effective as possible.

The Assembly invited the Council to set up for this purpose a Committee to consider the structure and functions of the League's Economic and Financial Organisation, more particularly with a view to extending the basis of international economic and financial co-operation.

\* \* \*

The Council dealt with the work of the Economic Committee's June and September sessions on September 29th. These sessions were almost exclusively devoted to an examination of the present state of international economic relations and the possibilities of carrying out the programme contemplated in the Tripartite Declaration of September, 1936.\*

The Committee also considered questions of coal, clearing agreements, exchange control, contraband, fraudulent practices in regard to foodstuffs, and the unification of Customs nomenclature.

A draft Convention for facilitating commercial propaganda was recommended to the attention of Governments, on the lines of whose observations a definite text will be prepared later.

With regard to the international trade in meat and meat preparations, the Council was informed of the results of the enquiry made by the Economic Committee. A large majority of the Governments consulted are favourable to the consideration of the proposals submitted to them. A meeting of experts will accordingly be convened in the near future to prepare a final draft of the Convention.

#### (b) *Raw Materials.*

The Committee for the Study of the Problem of Raw Materials met at Geneva under the chairmanship of M. Stucki, representative of Switzerland, from September 1st to 4th, to give the final touches to its report.†

The task of the Committee was to examine complaints made and difficulties experienced by several countries in regard to their supply of raw materials. The preliminary consideration of these complaints showed that the difficulties fell into two quite distinct classes

\* See Monthly Summary, Vol. XVII, No. 6, page 130.

† See Monthly Summary, Vol. XVII, No. 6, page 129.

A more comprehensive summary of this report will appear in a forthcoming issue of the Monthly Summary.

The first related to the supply of raw materials, and the second to payment. Certain countries considered that, even when they were in a position to pay for all the raw materials they required, they either could not obtain them at all, or were compelled to pay what was, in their view, an excessively high price for them, certain others, even when ample supplies were available, are, for reasons beyond their own control, unable to obtain the necessary foreign exchange to pay for their requirements.

Hence the Committee's report is divided into two main chapters dealing with these two classes of difficulties. The Committee observes that the general and permanent solution of the problem of commercial access to raw materials is to be found in a restoration of international exchanges on the widest possible basis.

The formulation of such a solution, involving as it does political, financial and economic factors, was far beyond the competence of the Committee. But the Committee was anxious to ensure that its deliberations should lead to practical results, and suggested that the report should be referred to the Financial and Economic Committees of the League with a view to their following up the various suggestions put forward, so that practical effect may be given to them as and when circumstances permit.

Among the suggested methods of attaining a solution, was the summoning of a Conference of a limited number of countries (including those principally interested as producers or as colonial Powers, and those principally interested as consumers) as soon as conditions appear favourable.

The expert of the Union of Soviet Socialist Republics regretted that the Committee had not shown sufficiently clearly how the problem was affected by present day conditions. The obstacles in the way of access to raw materials, of which certain States complained, were, he said, due in the first place to their armaments policy.

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The Assembly gave general approval to the findings of the report of the Committee for the Study of the Problem of Raw Materials and asked the Economic and Financial Committees, each in its own sphere, to consider the recommendations formulated in the report, in consultation with the parties concerned.

(c) *Composition of the Financial Committee.*

The question of the composition of the Financial Committee was before the Council on October 1st.

At its previous session last May, the Council decided to give the Financial Committee the same statute as the other technical committees of the League and to proceed to the appointment of its members at its present session.

Accordingly, on the motion of the rapporteur, M. Westman, representative of Sweden, the Council appointed the following as members of the Financial Committee:

Dr C. V. Bransmaas, Director of the National Bank of Denmark (Danish); Mr W. S. Clark, Deputy Minister of Finance (Canadian); Mr T. J. Coolidge, Vice-President, First National Bank, Boston (American); M. Dayras, Inspector-General of Finance (French); M. A. E. Janssen, President of the *Société belge de Banque*, formerly Minister of Finance (Belgian); Dr D. Crena de Jongh, President of the *Nederlandsche Handelsmaatschappij* (Netherlands); Dr V. Kienbock, President of the Austrian National Bank (Austrian); M. M. Nedelkovitch, General Manager of the Yugoslav Postal Savings Bank (Yugoslav); M. J. Nowak, Manager at the National Bank of Poland, former Assistant Director of the General Administration of Funds at the Ministry of Finance (Polish); Dr S. Orta, Professor of Finance at the Faculty of Economic Science (Argentine); Sir Frederick Phillips, Under-Secretary, H. M. Treasury (British); Dr V. Pospisil, Envoy Extraordinary and Minister Plenipotentiary, former Governor of the National Bank (Czechoslovak); M. A. Svanvize, Vice-President of the State Bank (U.S.S.R.); M. C. Tumedei, former Under-Secretary of State at the Ministry of Justice (Italian); M. W. P. Wei, Assistant General Manager of the Chinese Development Corporation (Chinese).

The following were appointed substitute members: M. J. A. Castella, General Manager in Europe of the *Banque Espagnole du Rio de la Plata* (Argentine); Professor W. W. Riefler, Institute for Advanced Study, Princeton, N. J. (American); M. S. Y. P. Young, Expert at the Chinese Delegation to the League of Nations (Chinese).

The Council expressed its thanks to the former members of the Financial Committee for the valuable services rendered by them during their years of work for the League of Nations.

### 3. COMMUNICATIONS AND TRANSIT

#### (a) *Work of the Organisation*

The Advisory and Technical Committee for Communications and Transit met at Geneva from August 31st to September 4th, 1937.\*

\* See Monthly Summary, Vol. XVII, No. 5, page 178.

After paying a tribute to the memory of M. Pierre-Henri Watier, late Director of the Communications and Transit Section, the Committee appointed M. Moderow as Chairman and M. Antiga and M. Hosklaer as Vice-Chairmen.

The main subjects dealt with by the Committee at this session were: pollution of the sea by oil, road traffic, civil liability of motorists and compulsory insurance, co-ordination of transport and the reform of the calendar.

#### *Pollution of the Sea by Oil.*

The Committee took note of the discussions in the Assembly of 1936 and at the Council meeting on October 10th, 1936, in the course of which it was pointed out that the results expected of the contemplated agreement concerning the pollution of the sea by oil would not be obtained unless all countries having a large mercantile marine took part. It expressed the hope that all Governments would co-operate in settling the problem, and requested the Secretary-General to bring this recommendation to the notice of Governments.

#### *Maritime Buoyage.*

The Committee was gratified to learn that the Agreement regarding a Uniform System of Maritime Buoyage drawn up by the small Committee set up for the purpose had been signed by fourteen States, and expressed the hope that the signatures already received would be followed by many accessions.

#### *Road Traffic.*

##### *Road Signs.*

The Committee asked the Secretary-General to recommend to Governments parties to the 1931 Convention on the Unification of Road Signals, the addition to the signs for "*Waiting Prohibited*" and "*Parking Prohibited*" of a sign to indicate the extent of the zone throughout which waiting or parking are prohibited.

##### *Simplification of Travelling Documents*

The adoption was also recommended of a uniform model of national driving licence and national registration card, to facilitate the recognition of these documents abroad. The uniformity would apply to the external aspect, dimensions, colour and inscriptions on the cover.

##### *Cycle Tracks*

The construction of special tracks for cyclists was held to be highly desirable and the Secretary-General was asked to inform Governments of the Committee's view and to request them to consider the matter.

#### *Civil Liability of Motorists and Compulsory Insurance.*

The Committee took note of the preliminary drafts of a uniform law on the civil liability and compulsory insurance of motorists, prepared by the Committee of Jurists set up by the Rome International Institute for the Unification of Private Law, and authorised its Chairman to set up a Special Committee of Experts on legal matters, road traffic and insurance, to study the drafts submitted. The Institute will be asked to appoint representatives to this Committee, which may also invite international organisations concerned to be represented.

#### *Signals at Level Crossings*

The Advisory Committee, having examined the replies received from Governments on the programme drawn up by the Special Committee regarding signals at level crossings, requested the Special Committee to prepare a draft convention which the Advisory and Technical Committee will examine at its next session.

#### *Unification of Road Traffic Accident Statistics.*

The conclusions of the Committee for the Unification of Statistics relating to Road Traffic Accidents were adopted and the Council was requested to forward the Accident Statistics Committee's report to Governments in order that these may draw up their statistics in accordance with the recommendations and tables of the experts. Governments should inform the Secretary-General of the League before December 31st, 1940, of any experience they may have gained and of any other observations they may see fit to make.

#### *Co-ordination of Transport.*

The Committee took note of the progress of the enquiry undertaken by the Secretariat into co-ordination of transport, and instructed it to classify the replies of Governments systematically.

The Chairman was also authorised, when a favourable moment had arrived, to set up a Committee of Experts to go into the classification and analysis of the data collected and prepare for the Advisory and Technical Committee, with the help of the Secretariat, a report giving the facts ascertained and any conclusions that the results of the enquiry would suggest.

The Committee of Experts would also consider the proposal made by the Czechoslovak delegate in the Second Committee of the Seventeenth Assembly, and supported by the Netherlands delegate, to the effect that the Communications and Transit Organisation should consider whether more flexibility might be introduced

into articles 9 and 10 of the International Convention on Transport of Goods by Rail (C.I.M.) of October 23rd, 1924, and the corresponding articles of the 1933 Convention on the Transport of Passengers by Rail (C.I.V.).

#### *Public Works.*

Note was taken of the report of the experts who had been instructed to examine the documentary material collected by the Secretariat and draw from it any conclusions of general interest. The Committee was pleased to observe that general lines had been laid down for future co-operation between the League and the International Labour Office in this field.

#### *Technical Collaboration with China.*

The Committee learnt from the report of the Expert Committee on Road and Hydraulic Works in China that this collaboration had not merely continued but had been still further extended. As regards direct collaboration on the spot, a Chinese Study Bureau for civil engineering had been set up at Nanking, and attached to the National Economic Council; the League had appointed certain foreign engineers to this bureau, and the Chinese Government a certain number of Chinese engineers. Study tours by Chinese engineers in different countries had been organised under the auspices of the League, which had also arranged for a number of young Chinese engineers to be attached to the technical administrations of various foreign countries for prolonged periods.

#### *Reform of the Calendar.*

The replies sent in to the Secretariat by thirty-two Governments on the simplification of the Gregorian calendar and the stabilisation of movable feasts were laid before the Committee. It appears from these replies that substantial unanimity among the Governments consulted has not been, and seems far from being, realised.

The organs of the League have always deemed it desirable to take into account the views of religious authorities. Most of the Orthodox and Protestant churches have already stated that they have no objection to the stabilisation of movable feasts, though such stabilisation should be subject to the consent of all the Christian churches. The Holy See, after having previously stated that it could not consider any change in the date of the movable feasts, has taken up an even more definite attitude during the present year, having approached certain Governments, and stressed more particularly: (1) that the stabilisation of movable feasts could not be separated from

calendar reform, but that such stabilisation should be conditional on the meeting of an Œcumenical Council; (2) that as regards the reform of the Gregorian calendar, the introduction of blank days would result in breaking the continuity of the weeks and be incompatible with venerable and long-established traditions.

For these reasons the Committee considered that it was not expedient for the time being to convene a conference to carry out a reform which, in present circumstances, would seem to have no chance of being accepted, and that under such conditions, it was necessary, until further notice, to retain the question on its agenda.

#### *Passports.*

The Committee was informed of the replies received as to the effect given to the recommendations of the Passport Conference of 1926; it asked the Secretary-General to complete this information, and decided to examine the replies of the Governments as a whole at its next session.

#### *League Wireless Station.*

Note was taken of the Secretary-General's reports on the operation of the League's wireless station during 1935 and 1936. Valuable services were rendered by this station, which has made particularly favourable provision for direct and independent communications between the headquarters of the League and Member States.

The Committee considered that the competent body of the League should be placed in a position to co-operate in the most appropriate manner with the various international technical organisations that deal with telecommunications. As regards relations with the International Telecommunications Union, the matter is already on the agenda of the Union's next Administrative Conference, to be held at Cairo in February, 1938.

The Committee also had to deal with maritime tonnage measurement, stowaways, and the conclusions of the International Hydrographic Conference of Monaco.

In accordance with custom, the Committee was also informed of action taken by its former President in the interval between its two sessions; this action had led to the renewal of the contract of the member of the Memel Harbour Board, and the constitution of committees on: the unification of road traffic accident statistics, the reform of the Communications and Transit Organisation and the preparation of a New Draft Agreement Concerning a Uniform System of Maritime Buoyage.

The Assembly, in its turn, gave approval to the work of the Communications and Transit Organisation which, during the past year, has been devoted to two separate groups of subjects : constitutional questions and legal and technical problems.

### 1. *Constitutional Questions.*

As regards constitutional questions, the Assembly in 1936 delegated to the Council the duty of approving the new Statute of the Communications and Transit Organisation which the Special Committee of Experts of this Organisation had been asked to prepare.

This Statute, which has been submitted to the Council, involves the abolition of the General Conference, whose duty will be assumed by the Assembly, and the appointment by the Council of the members of the essential body of the Organisation, in agreement with the States of which the members may be nationals.

Thus, the Organisation which since the Barcelona Conference of 1921 and in accordance with the resolutions of the first Assembly, has possessed a special Statute, which has served it well, would continue to work under the supervision of the Council and the Assembly, with due observance of the regulations for the financial administration of the League.

The co-operation of non-member States with the different organs of the League has been settled in the present Statute of the Organisation. States not Members of the League have always been admitted to membership of the Communications and Transit Organisation and participation in its work. The new draft Statute has maintained this principle, special care being taken to ensure perfect equality between the members of the Organisation, whether Members of the League or not.

### 2. *Legal and Technical Questions.*

The Assembly appreciated the efficiency with which the Communications and Transit Organisation has carried on its work, in accordance with methods approved on many occasions.

As regards legal matters, action was taken by the Organisation in connection with the reorganisation of railways situated in the territory of the former Austro-Hungarian monarchy.

In the technical field, the organisation has been studying the question of co-ordination of transport, and in this connection has examined the relations between railways, road transport and inland navigation. The Secretariat was

instructed to collect relevant information and, with the assistance of experts, has defined various aspects of the problem and sent out a questionnaire to Governments. The information thus collected will be systematically arranged by the Secretariat under the supervision of a Committee of Experts to be set up in due course.

Another problem, that of public works, has been receiving attention from the Communications and Transit Organisation for some years, and has been referred by the Organisation to specially qualified experts.

In proceeding with this problem, the appropriate organs of the Communications and Transit Organisation kept in close contact with the International Labour Office and have concluded an arrangement for future co-operation in the same field.

The Organisation has also been occupied with maritime tonnage measurement, maritime huoyage, pollution of the sea by oil, road signalling, civil liability of motorists and compulsory insurance and the unification of statistics relating to road traffic accidents.

All these questions and many others the importance of which is obvious have been examined by the Organisation in close contact with Governments and with the appropriate technical organisations, whether under the authority of the League or not.

#### (b) *Unification of Statistics Relating to Road Traffic Accidents \**

The Council, having decided to place on its agenda the unification of statistics relating to road traffic accidents, took note of the report of the Committee of Experts set up by the Communications and Transit Committee to investigate this question.

The Transit Committee had approved this report at its twentieth session, on September 4th, and asked the Council to be good enough to communicate it to Governments in order that they might in future draw up their statistics in accordance with the Committee's recommendations and inform the Secretary-General before December 31st, 1940, of any experience they may have gained and communicate any observations they see fit to make.

In laying this request before the Council on September 16th, the rapporteur, M. Litvinoff, representative of the U.S.S.R., stated that the question of compiling statistics of road traffic accidents and their causes on a comparable

\* See Monthly Summary, Vol. XVII., No. 5, page 111.

bans had been discussed for several years by interested circles and had led to many recommendations by international organisations and conferences.

The rapporteur pointed out that the task of the authorities responsible for road building, traffic lights and traffic control would be greatly facilitated if they had at their disposal statistical data enabling them to make comparisons of the causes and circumstances of traffic accidents, and of the results of efforts made in other countries to put an end to them.

The Council decided in favour of the Communications and Transit Committee's request

(c) *Reform of the Calendar* \*

On September 4th the Committee on Communications and Transit adopted a resolution to the effect that it was not expedient for the time being to convene a conference to carry out the reform of the calendar. There was no chance of such reform being accepted under present circumstances.

This resolution came before the Council, which decided on September 16th not to proceed farther with the question, while reserving the

possibility of placing it again on its agenda should circumstances become more favourable.

(d) *Request from the Zeltweg-Wolfsberg und Unterdrauburg-Woellan Railway Company, Vienna* †

The Council dealt with the request of the Zeltweg-Wolfsberg and Unterdrauburg-Woellan Railway Company, Vienna, on September 20th.

The rapporteur, the representative of the USSR, M. Litvinoff, summarised the history of this question and mentioned the findings of the Legal Committee, to the effect that the application made on behalf of the company had been regularly laid before the Council.

It was decided to call once more upon the arbitrators appointed by the Council resolutions of May 26th and 30th, 1935, to give an award on all matters in dispute which might still prevent an agreement between the petitioner company and the States whose territory is concerned.

The arbitrators will decide all matters still in dispute between the petitioner and the above States which they shall regard themselves as competent to consider.

## VII.—REDUCTION AND LIMITATION OF ARMAMENTS.

On May 31st, 1937, the Bureau of the Conference for the Reduction and Limitation of Armaments held two meetings, at which it was informed of the work done by the Committees of the Conference since November 20th, 1934. The Bureau then took three decisions:

1 That all Governments that were or had been represented at the Conference should be requested, through the Secretary-General, to state whether they were prepared to accept in principle a system of publicity based on the draft convention already drawn up by the Conference.

2 To meet again, on a date to be fixed by the Council of the League, for the purpose of considering the replies of Governments, of discussing the draft convention above mentioned, and of taking the appropriate measures.

3 To instruct the Secretary-General to collect and communicate to the members of the Bureau any useful information obtainable as to the present position in regard to the national control of the manufacture of and trade in arms in the principal countries.

On September 16th, 1937, the Council noted the decisions of the Bureau and the action taken thereon by the Secretariat.

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The Assembly also dealt with the reduction and limitation of armaments.

It took up the suggestions of the Bureau of the Conference and expressly recommended the conclusion of an international convention on the publicity of national defence expenditure and the establishment of an organ of supervision and co-ordination.

On the subject of the manufacture of and trade in arms and war material, the Assembly further recommended Members of the League—each in so far as it is concerned and to the extent that this has not already been done—to examine the possibility of adopting internal measures with a view to the effective supervision of the manufacture of and trade in arms, on the basis of the work done by the Special Committee of the Disarmament Conference. Governments were asked to inform the Secretary-General of the action taken on this recommendation.

\* See Monthly Summary, Vol. XVII, No. 5, page 111.

† See Monthly Summary, Vol. XVII, No. 5, page 112.

The Assembly also requested the Secretary-General to communicate its resolution to States not Members of the League.

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On October 5th, 1937, the Council considered the date of the summoning of the next meeting of the Bureau of the Conference and decided to adjourn the question.

The Council held that the number of replies sent in by Governments on the subject of the system of publicity for national defence expen-

diture was not sufficiently large for it to take a decision immediately.

Only nineteen countries, out of the sixty-one that had been consulted, had given a reply, and among the forty-two others were several States that were leading military Powers whose attitude in the matter was of great importance

The Council trusted that States, Members and non-members of the League, would be good enough to expedite their replies

### VIII.—COMMISSION OF ENQUIRY FOR EUROPEAN UNION.

On September 30th the Assembly noted that the Commission of Enquiry for European Union had been unable to meet in 1937. It decided to renew the mandate of the Commission for the coming year and to place the question on the agenda of its next session.

On that occasion the delegate of Greece, M. Politis, expressed the hope that the Commission would hold a meeting before the next session of the Assembly.

On the following day, on the initiative of its Chairman, M. Herriot, the Commission held a meeting. It re-elected M. Herriot as Chairman and appointed M. Motta and M. Politis, Vice-Chairmen.

M. Politis, in a written statement, declared that the Commission should take up some fresh activities in the field of intellectual co-operation, or in regard to international economic relations.

M. Litvinoff held that the League was developing in the direction of a co-operative enterprise of various regional groups, of which Europe was one. The European countries had every right to form such a group especially as, outside Europe, groups were constantly making headway. Though there was no purely European problem among those involved in the maintenance of peace, some had definitely European aspects, which deserved to be studied by the Commission.

M. Paul Boncour recalled that the Commission had been established on the initiative of M. Briand and urged that the idea of European Union must not be allowed to go by the board. The object of the Commission was to permit the problems dealt with by the League to be viewed in their European aspects. No subject should therefore be excluded from its discussions.

The Chairman observed that it had been laid down in the various reports relevant to its constitution that the Commission should have authority to study European problems in collaboration with non-European countries and European States not Members of the League. There could be no suggestion of exclusiveness, the Commission being merely an instrument of *rapprochement*. In the sphere of intellectual co-operation there were, in his opinion two questions which could usefully be studied from a European angle: unemployment in the intellectual professions and the manifold obstacles in the way of intercourse among persons of intellectual standing, such as monetary and customs difficulties, etc.

Count Carton de Wiart supported the suggestion of an investigation of unemployment in the intellectual professions and thought that advantage could be taken of the preliminary studies made on that subject by various international institutions.

Mr. Elliot, whilst not in favour of indicating items for future study, expressed the view that the Bureau of the Commission should collate such suggestions as might be made, and draw up the agenda for the next meeting.

On the proposal of the Chairman, the Commission adopted the following resolution:

"The Commission of Enquiry for European Union requests its Bureau to draw up, in agreement with the League Secretariat, an agenda for its next meeting, contemplating the discussion of questions that are of special interest to Europe in this connection, and

"Invites its members to forward to the Bureau any suggestions they may wish to make."

It was agreed that the Members should be consulted as to the date of the next meeting, which might be before a Council session or the next ordinary session of the Assembly

## IX.—INTELLECTUAL CO-OPERATION.

## I. WORK OF THE ORGANISATION

The report on the work of the Intellectual Co-operation Organisation\* came before the Council on September 11th

The Organisation's meetings were mostly held in Paris between June 28th and July 28th, during what has been called the "Intellectual Co-operation Month"

As the Council rapporteur, M. Delbos, representative of France, said, this "month" was not merely a series of manifestations, each exhibiting its own particular features and consequences, but also a comprehensive demonstration of work methodically pursued over a number of years with the object of giving the fullest possible effect to the League's initiative in the intellectual sphere. The French Government was the first to promote these meetings, and its object was to give intellectual co-operation an opportunity of making its work better known, through the medium of a vast international undertaking like the Exhibition of Art and Technique. This purpose had been fully achieved, it was sufficient to give as proof the success of the General Conference of National Committees on Intellectual Co-operation, which revealed the solid national foundations on which the League can now count in pursuing its international aims.

The Council is reviewing and approving the work of the Intellectual Co-operation Organisation, took decisions on the following points:

(a) *International Studies Conference*

The Council paid a tribute to the Rockefeller Foundation, whose generosity had permitted the extension of this new enterprise, by means of which closer contact has been established between the National Co-ordinating Committees for the Study of International Relations.

(b) *General Conference of National Committees on Intellectual Co-operation*

The Council emphasised the importance of this Conference, the full proceedings of which it authorised the Secretary-General to forward to Governments of Members of the League of Nations and of non-member States.

(c) *Scientific Questions*

Note was taken of the agreement between the Intellectual Co-operation Organisation and the International Council of Scientific Unions. The Intellectual Co-operation Committee was asked

to see that the application of the agreement came within the general framework of the League Regulations.

(d) *Art and Archaeology*

Gratification was expressed at the success of the International Conference on Excavations organised at Cairo in March, 1937, and the Council thanked the Egyptian Government for its generous assistance.

It also authorised the convening, subject to the Assembly's approval, of a Conference in 1938 for the conclusion of a convention for the protection of national artistic and historical treasures. This matter has been under consideration for a number of years and has already been referred to Governments for their consideration. The draft has been drastically reshaped in order to take account of the suggestions made.

(e) *Declaration regarding the Teaching of History*

The Council decided to leave to the Assembly the question of additions to be made to the Declaration framed by the International Committee on Intellectual Co-operation concerning the teaching of history and the revision of school text-books. This Declaration has been favourably received by a number of Governments, who have stated that they are ready to accede to it and have desired that the draft should be completed by certain formal clauses that would facilitate accession.

The Council rapporteur pointed out that, as regards the revision of school text-books, several National Committees had got into touch with one another with a view to a friendly discussion. Meetings had taken place, more particularly between German and French representatives, and these exchanges of views had led to valuable practical results.

(f) *Rules for the Application of the International Convention on the Use of Broadcasting in the Cause of Peace*

It was decided to forward to all the States invited to send representatives to the Conference for the adoption of the Convention concerning the use of broadcasting in the cause of peace, the rules of application prepared by the Intellectual Co-operation Committee with reference to certain duties laid on it by the Convention.

\* \* \*

The Council also received a note drawn up jointly by the Intellectual Co-operation Committee and the Governing Body of the Institute

\* See Monthly Summary, Vol. XVII, No. 7, page 146.

This note submits a draft International Act concerning Intellectual Co-operation.

Its purpose is: (1) to enable Governments of Members of the League and non-member States to increase the number of National Intellectual Co-operation Committees and to extend their means of action; (2) to offer Governments an opportunity of associating themselves morally and materially with the gesture which the French Government made in 1924, when it placed the International Institute of Intellectual Co-operation at the League's disposal as an executive organ of the International Committee.

The Council decided to recommend this proposal to the Assembly.

The French representative referred to the inadequacy of the estimated revenue of the International Institute of Intellectual Co-operation and added that this situation had led the Governing Body, jointly with the International Committee on Intellectual Co-operation, to propose a scheme which was designed to procure fresh resources for the Institute.

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The Assembly also referred to the importance of the "Intellectual Co-operation Month," and it was observed that the Intellectual Co-operation Committee had gathered round it on that occasion almost all the bodies which it has been instrumental in creating and which work under its general guidance. It appreciated the progress made and emphasised the concrete results obtained and the developments that may be expected.

The work of the Committee is summed up as follows in the report of the Sixth Assembly Committee:

*The scientific study of problems of foreign policy* has obtained recognition as a new branch of learning, including international law, history, sociology, economics and finance. The International Studies Conference has devoted two whole years to the preparation of the subject selected by it, which was a topical and delicate one, that of "Peaceful Change."

The next two years will be devoted to the study of "Economic Policies in relation to World Peace," i.e., of the various systems which have come into existence as the result of industrial, monetary and commercial crises; of the changes in structure to which they have given rise in many countries; and of the conclusions to which all this experience will lead when the considerable research work necessary, without which it is impossible to

reach a decision in such matters, has been carried out.

As was fitting at a time when those responsible for education are faced with so many anxieties, that subject was given an important place by the Intellectual Co-operation Committee. The Advisory Committee on League of Nations Teaching, henceforth to be called "The Advisory Committee on the Teaching of the Principles and Facts of International Co-operation" has prepared suggestions in detail regarding modern methods of disseminating information. It was requested by the International Co-operation Committee to make a study of the best methods of securing for the staffs of educational establishments—both administrators and teachers—the necessary training and experience, and providing them with such facilities as are indispensable.

With reference to the *Exact Sciences*, the Intellectual Co-operation Organisation and the Executive Committee of the International Council of Scientific Unions signed an agreement in Paris on July 9th, 1937, which marks the beginning of new and hopeful relations wherein the Intellectual Co-operation Organisation will afford the assistance of its secretarial staff and of its international experience.

The League's *Permanent Committee on Arts and Letters* met in Paris from July 20th to 23rd, the subject of its "Conversation" was "The Immediate Future of Letters, considered from the three-fold aspect of Language, the Reader and the Author himself." The book-selling slump, the defence of culture, the use of broadcasting and cinematography, the education of public taste, and the moral and material position of authors—these were some of the subjects examined in the course of a free discussion.

The Department of Art and Archaeology of the Institute arranged, with the generous and cordial support of the Egyptian Government, for an International Conference on Excavations, as a sequel to its previous work and to the Conferences it has already held in Rome, Athens and Madrid.

To round off the Convention on the Repatriation of Illegally Exported Works of Art, which is shortly to come before a Diplomatic Conference, there has been drawn up by archaeological experts and international jurists what amounts to a Statute of Excavations.

Technical and legal investigations have been made in regard to the protection of artistic monuments and works in times of war and civil disturbance; the enquiry is to be continued at a meeting which will be held in the autumn and will afterwards form the subject of an

international agreement on which, if it is considered desirable, the Council will consult Governments.

M. Levillier's proposal to establish an *ethnographical and historical collection on the origins of American civilisation* can now be carried into effect, at least as regards the pre-Columbian epoch to begin with, thanks to the generous contribution by the Argentine Parliament and the magnificent donation which the Mexican Government has just officially announced. The Government of Ecuador has also informed the League of its intention to contribute to the expenses of this undertaking.

The number of *National Committees* is at present forty-five, and their meeting constituted what has been called the "States General of the Intellect"; at the same time it was such an assembly as any technical organisation of the League should be in a position to hold. The Final Act adopted at the meeting is so rich in suggestions that many of them can only be studied as they deserve as the year goes on. The Act also outlines the scope of future activities.

The General Conference of National Committees, in its resolution on the subject, requested the International Committee "to undertake a study of certain improvements of a legal character likely to further the development and activity of the Organisation." It foresaw that this result could be very simply obtained by the adoption of two classes of measures: the first defining the attributions and the rôle of National Intellectual Co-operation Committees, and the second in the form of an agreement enabling Governments interested in intellectual co-operation to associate themselves with the responsibilities assumed by the French Government when it set up the International Institute

For this reason, the Committee on Intellectual Co-operation and the Governing Body of the Institute submitted to the Assembly a joint report which, in order that it might have added weight, was signed by the Chairman and rapporteur of the Committee and the Chairman and rapporteur of the Governing Body. This document contains a draft *International Act*, whereby Governments appending their signatures would undertake:

- (a) to set up and maintain National Committees on Intellectual Co-operation in their respective countries;
- (b) to grant to the International Institute of Intellectual Co-operation a financial contribution, the amount of which would be fixed later.

The Act provides for the participation of States not Members of the League, specifying that engagements entered into by the Contracting Parties would have no connection with the political duties incumbent on Members.

The Assembly noted that the proposals had received support from many quarters and instructed the Secretary-General to communicate the text of the Draft Act to Members of the League and non-member States, whose replies will be considered by the Executive Committee of the International Committee on Intellectual Co-operation which, having made the necessary revision and enquiries, will report to the Council of the League. The latter will, if it thinks fit, summon a Conference to conclude the Act.

After being informed of what had been done for intellectual co-operation, the Assembly tendered its most cordial thanks to the Government of the French Republic and the Paris Exhibition Commission for their kindness in arranging for the meetings that took place at Paris during the Intellectual Co-operation Month.

It also adopted a number of resolutions, particularly as regards the Declaration on the teaching of history, the protection of national artistic and historical treasures, the international régime of excavations, the ethnographical and historical collection on the origins of American civilisation, the exact sciences and intellectual rights.

## 2. MODERN MEANS OF SPREADING INFORMATION UTILISED IN THE CAUSE OF PEACE.

At its last session the Assembly requested the International Committee on Intellectual Co-operation to study the utilisation of modern means of spreading information in the cause of peace.

The first aim of this study was to show what methods and conditions would further the mutual exchange between nations of information relating to their institutions and cultures.

The conclusions of the Intellectual Co-operation Committee were laid before the Assembly, which took a number of decisions in regard to cinematography and broadcasting.

*Cinematography.*—As regards the Convention to facilitate the Circulation of Educational Films, the Assembly decided that a consultation should be undertaken amongst States that had not yet signed the Convention or had signed and not yet ratified it, in order to ascertain the reasons for their abstention and to examine the possibility of eliminating the drawbacks that have caused it.